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Outdoor Recreation. Community Action Guide for Public Officials: (1) Planning, (2) Legal Aspects, (3) Organization, (4) Staffing and Consultants, (5) Areawide and Multigovernmental Opportunities, (6) Financing, (7) Technical and Financial Assistance, (8) Land Acquisition, (9) Water Based Recreation, (10) Citizen Support

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A series of 10 Community Action Guides was developed to assist public officials and community leaders in establishing comprehensive outdoor recreation programs. The importance of providing parks and recreation facilities in metropolitan areas and the importance of protecting the natural environment are emphasized. Methods of organization, financing, planning, purchasing land, and related functions are included. Information was obtained from interviews with officials in more than 60 communities where successful programs are in operation. A selected bibliography is included. (JH)

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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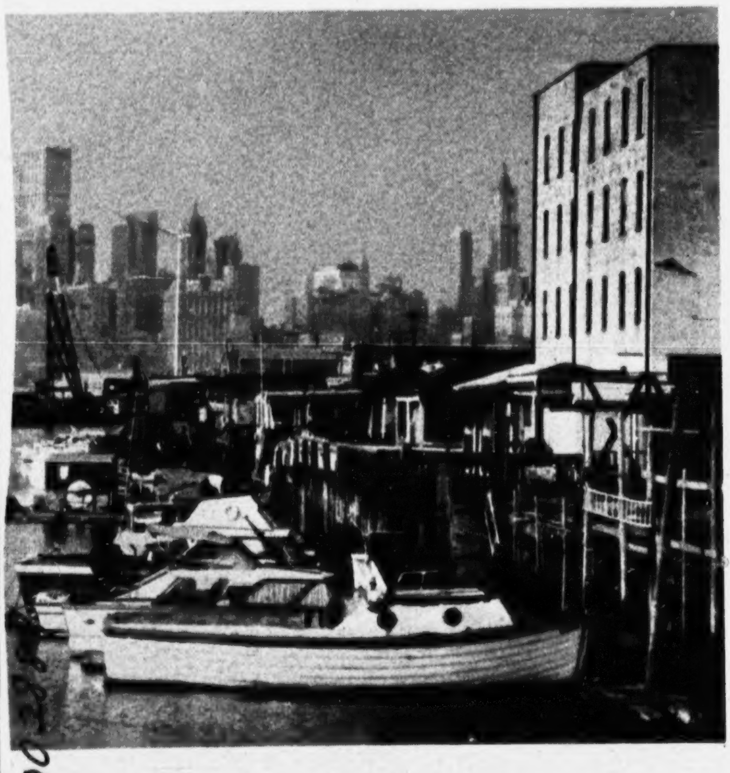
Community Action Guide
for Public Officials

Outdoor Recreation

1 PLANNING



RC00

THIS is one in a series of ten Community Action Guides designed to provide local elected and appointed policy-making officials and other community leaders with guidelines for establishing a comprehensive outdoor recreation program.

Our objective is to present in concise, non-technical form material that can be used by public officials who make the basic policy decision of how much money will be spent on recreation facilities and where parks will be located. We attempt to point out the importance of furnishing opportunities for outdoor recreation and to suggest methods of organizing a park and recreation department, developing an outdoor recreation plan, purchasing land, and performing related functions. The guides should be useful to administrators, park and recreation directors, county attorneys, planners, public works directors, and others who must deal with selected aspects of the total program. Community groups should also find them helpful.

Our information was obtained from first-hand interviews with officials in over 60 communities with successful programs. We attempt to pass on to like-minded officials the collective experience of these practical, action-oriented officials and civic leaders. To give community leaders an opportunity to study these guides and discuss the ways in which they can be used most effectively, we will hold thirty Outdoor Recreation Institutes throughout the nation in the next two years.

We cannot afford to abuse our natural environment, scar our scenic wonders, and destroy our historic sites. Densely populated metropolitan areas should not be devoid of open spaces and parks. If all Americans are to enjoy their precious heritage, every community must initiate a park and recreation program.

Bernard F. Hillenbrand
Executive Director
National Association of Counties
Research Foundation

Developed in cooperation with the Bureau of Outdoor Recreation, U.S. Department of the Interior

Dedicated to
Our First Lady,
Mrs. Lyndon B. Johnson,
in recognition of
her dynamic leadership and
enduring contributions to
the outdoor beautification
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Community Action Guides for Outdoor Recreation

1 PLANNING

The Park and Recreation Plan

Who Draws Up the Plan?

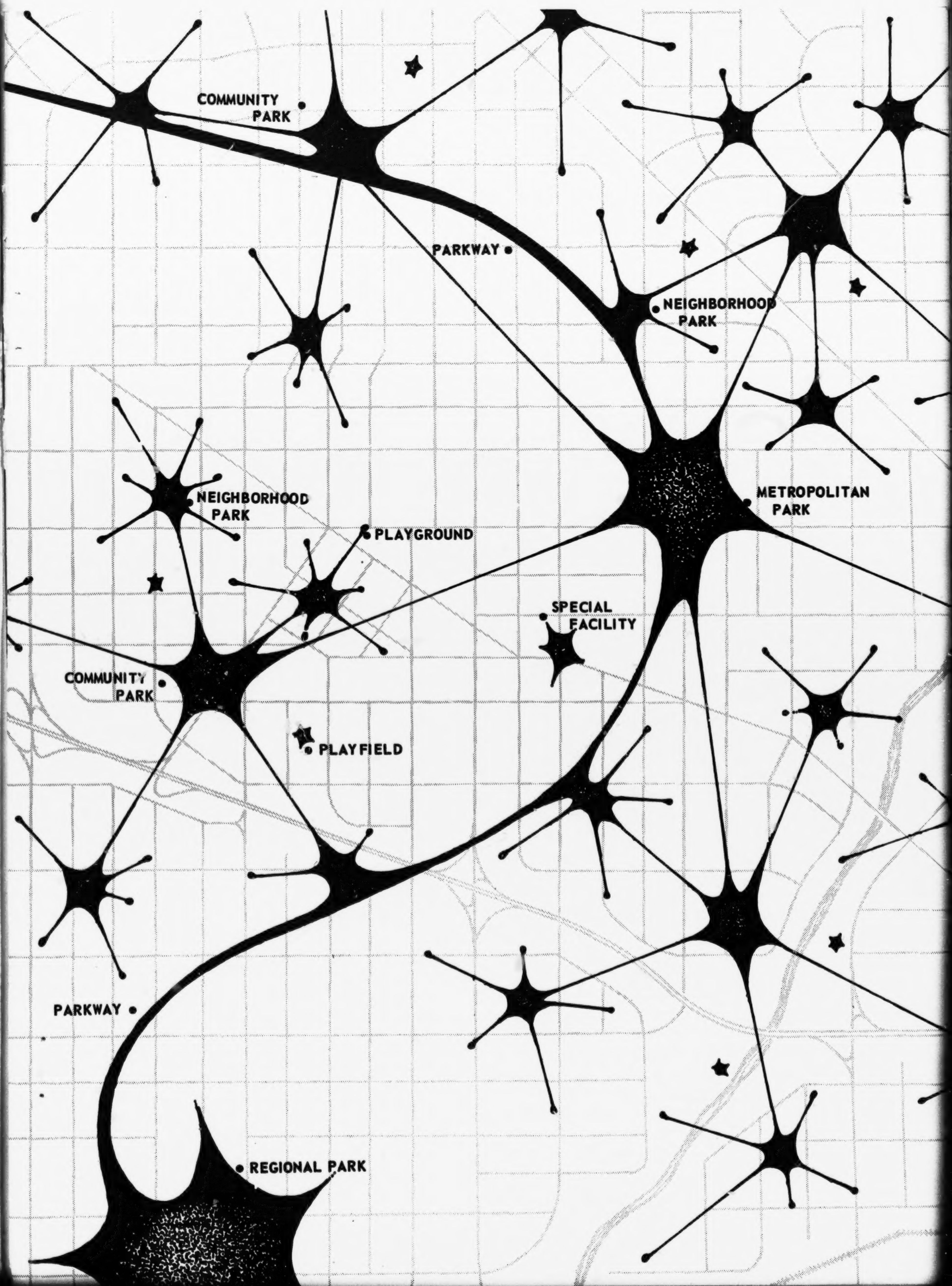
The Planning Process
Data Collection and Analysis
Inventory of Parks

Current and Future Needs

Implementing the Plan
Capital Budgeting Necessary

Action Plan

Photo credits: Plan, Milwaukee County Park Commission; children, Soil Conservation Service (USDA); swimming, St. Louis County Recreation Department; cannon, Kenneth R. MacDonald.
Cover photos: Slide, Kenneth R. MacDonald; horses, Hamilton County, Ohio, Park District; city marina, Bureau of Outdoor Recreation; ski-tow, U.S. Forest Service; checkers, Miami-Metro News Bureau.


COMMUNITY PARK
PARKWAY
NEIGHBORHOOD PARK
NEIGHBORHOOD PARK
PLAYGROUND
METROPOLITAN PARK
SPECIAL FACILITY
COMMUNITY PARK
PLAYFIELD
PARKWAY
REGIONAL PARK

Planning

MORE Americans spend more hours engaging in recreation activities outdoors than ever before, and the demand for leisure-time facilities is soaring. Participation in outdoor recreation is measured by the Bureau of Outdoor Recreation of the Department of the Interior in "recreation occasions"—the number of days participants engage in outdoor recreation activities. In the three summer months of 1960, Americans participated in 4,282,000 outdoor recreation occasions. By 1965 this number had jumped to 6,476,000, and by the year 2000 the number of occasions is expected to be four times greater than in 1960.

Americans engage in a variety of leisure pursuits, from bicycling to attending outdoor concerts. The majority prefer such spontaneous activities as walking, swimming, driving for pleasure, and playing outdoor games or sports to those activities which require long-range preparation and substantial capital outlay by the participant.

This phenomenal rise in recreation demand is primarily the result of an expanding, affluent society. Today there are more Americans, living in a smaller area, working fewer hours but receiving higher incomes than ever before. More than 70 per cent of the nation's inhabitants are residents of metropolitan areas, and the trend toward urbanization is continuing.

As metropolitan areas expand and interest in recreation grows, a premium is placed on open spaces, those green areas devoid of intensive residential, industrial, and commercial development. Open areas in and around urban centers relieve the monotony of buildings and help create a more pleasing "recreational" environment. Although they may be used as cemeteries, historical sites, and watersheds as well as parks, open space is considered a recreation resource.

The rapidly increasing demand for outdoor recreation facilities and open space challenges local governments. Although public officials charged with the responsibility of protecting the "health, safety, and welfare" of the citizenry have been providing parks for a long time, furnishing them on an extensive basis is a twentieth century phenomenon. Now citizens are demanding that local governments buy and develop parks and protect open spaces from encroachment of residential, commercial, and industrial uses.

Public officials must act quickly. In some areas, open space requirements may never be met because the land has already been converted to other uses. In other areas, time is running short. If future generations are to experience the refreshing joy of the natural environment, open space action must begin immediately. Public officials should develop a comprehensive plan for total community growth, including a section on the park and recreation needs of the community and methods of satisfying these needs. They should obtain legal authority to carry out a park and recreation program and to preserve open spaces; establish a park and recreation agency and devote a fair share of general funds to financing its activities; purchase and develop park sites and operate recreation programs; enlist citizen support by appointing advisory committees and asking civic groups to help develop parks; cooperate and coordinate their activities with those of adjacent jurisdictions; and, if necessary, call on other governmental and private agencies for technical and financial assistance.

The Park and Recreation Plan

ONE OF the first steps toward achievement of an adequate park system is the development of a park and recreation plan which establishes priorities for the acquisition of park areas based on existing and projected needs, and the initiation of a land acquisition program. If choice sites are available in areas obviously needing parks, officials should acquire them without delay before the plan has been completed.

Comprehensive Plan
LOWER POTTSGROVE
MONTGOMERY COUNTY PENNSYLVANIA
DOUGLASS TOWNSHIP
HORSHAM TOWNSHIP
MONTGOMERY COUNTY PENNSYLVANIA
NORRISTOWN BOROUGH
UPPER DUBLIN
east norriton township
NORTH PENN AREA
COMPREHENSIVE PLAN

These comprehensive plans were all undertaken with assistance from the Montgomery County, Pennsylvania, grant-in-aid program to jurisdictions within its borders.

The park and recreation plan is a systematic approach to:

1. Determine the needs of people, now and in the future, for various kinds of outdoor recreation;
2. Inventory the existing and potential supply of outdoor recreation resources and programs;
3. Ascertain existing and future recreation deficiencies by relating anticipated supply and demand; and
4. Initiate a program to eliminate the deficiencies.

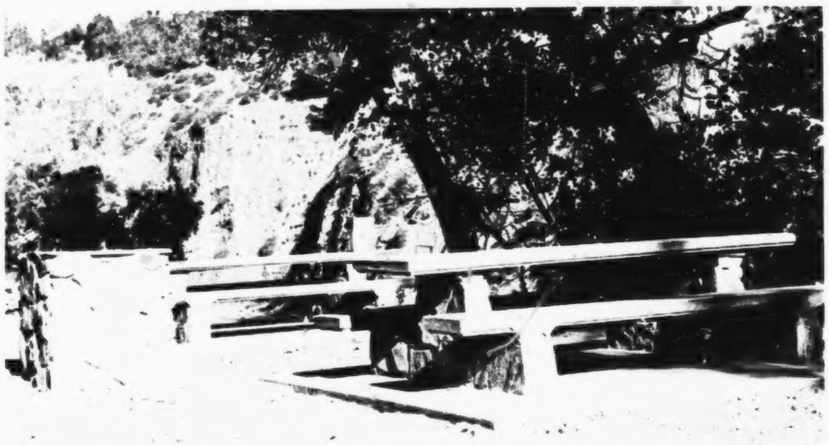
Recreation needs are satisfied not only by developing parks and other outdoor recreation areas, but also by following sound urban planning and conservation practices to produce an aesthetic environment. The value of green buffer zones separating residential and commercial development is acclaimed, as is the merit of creating definable communities and neighborhoods by encircling them with greenbelts. The greenbelts and buffer zones, commonly called open spaces, relieve the monotony of manmade structures in the urban area, heighten the sense of neighborhood and community identity, and may provide recreation opportunities. Wise conservation practices dictate that extensive residential, commercial, and industrial development of flood plains be prohibited. However, such areas can support some types of recreation equipment sturdy enough to withstand occasional flooding. The marshes on some flood plains offer opportunities for nature study and hunting. Thus, recreation, beautification, urban planning, and conservation demands can be met simultaneously by preserving open space. The term "open space" is defined in the Housing Act of 1961 as "any undeveloped or predominately undeveloped land in an urban area which has value for (a) park and recreation purposes, (b) conservation of land and other natural resources, or (c) historic or scenic purposes." The value of open space is recognized by recreation planners and developers; today the titles of many plans read "Parks, Recreation, and Open Space Needs," reflecting expanded scope.

Coordination Necessary

The park, recreation, and open space plan is one small element of the community's total blueprint for the future, the comprehensive plan. The complete outline for community development and growth is contained in three coordinated plans—land use, transportation, and community facilities—which are composed of more detailed plans. Park and recreation planning is an important part of land use planning. It is also related to the community facilities plan, which encompasses all publicly owned utilities, buildings, and other governmental services.

Local park and recreation planning should be coordinated with state outdoor recreation planning. Each state has developed a comprehensive state outdoor recreation plan that will be updated periodically. Among other things, it defines the role that local government should play in satisfying outdoor recreation needs. Local government, in turn, should recognize its role and plan accordingly, so that local needs may be identified in the state plan. This is especially important since the state outdoor recreation plan is the basis for approving Land and Water Conservation

A single-family picnic unit in a Fresno County, California, park.



Fund grants to help eliminate outdoor recreation deficiencies that it identifiies.

Planners should also be aware of the Nationwide Outdoor Recreation Plan to be published by the Bureau of Outdoor Recreation in 1968. It will be updated at five-year intervals. Although not based on state and local plans, the nationwide plan will identify national outdoor recreation trends and deficiencies that will help provide guidance for planners at all levels of government.

Who Draws Up the Plan

THE RESPONSIBILITY for park and recreation planning is usually entrusted to one of two public agencies—the planning agency or the park and recreation agency. In a survey conducted by the National Association of Counties Research Foundation, park and recreation directors replied that most plans are drawn up by local planners in cooperation with the park and recreation agency. This procedure was followed in San Antonio, Texas; Spokane County, Washington; and Rochester, Minnesota. Each planning department has population data and other information basic to all community plans. In addition, it is well situated to dovetail the park and recreation element with other plans as it develops the comprehensive guide for total community growth.

In some cities and counties, the park and recreation department draws up the master plan and submits it to the planning department. Planners then coordinate it with other segments of community planning. This method is also satisfactory; however, measures must be taken to avoid duplication of effort and conflicts.

If each public agency plans in a vacuum, the park department may learn to its dismay that the choice location for a regional park is scheduled for a freeway. It is advisable to let local planners prepare the general outlines of the master plan with assistance from the park and recreation department. The park and recreation officials can then help elected officials execute the plan by proposing acquisition of particular sites and preparing designs for development. Sometimes planners also give advice on these aspects.

Each locality must determine the agency best suited to develop the plan. In small jurisdictions, the park and recreation director may write the plan with no additional assistance. The director of the Douglas County, Oregon, system, for example, is drawing up a guide for the sparsely populated jurisdictions situated in a mountain valley. Even though the present park system adequately serves the needs of citizens and tourists and open space for future purchases is plentiful, the director realizes the value of systematic approach to future development.

Assistance from numerous private planning firms is available to cities and counties developing their first plan or revising old ones. Hamden, Connecticut; St. Louis County, Missouri; and Richmond, California, are among the jurisdictions that sought professional guidance and the objective view of a consultant. Consultants may advise local officials on proper techniques and procedures for developing a plan, or they may prepare the entire guide themselves. While consultants' counsel has proved invaluable to some jurisdictions, public officials from other areas complain that consultants design elaborate park systems too expensive to be attained or ill-suited to the local environment. Local officials may avoid disappointment if they inform consultants of the approximate price citizens can and will pay for a park and recreation system. Suggestions concerning consultants are contained in *Guide Number 4, Staffing and Consultants.*

The Planning Process

The illustrated recreation plan encompassing population statistics, analysis of park and recreation needs, and recommendations for action is the result of a long, complicated process. The Maryland-National Capital Park and Planning Commission allows 18 months for development of a master plan, and when the document is completed, the process begins anew.

Recreation planning is not static. Plans written to channel change and development are themselves the stimuli for further change. Thus, the documents are designed to be updated periodically—every five to ten years, or as need dictates. Although no one has developed a single best method for planning, many planners agree that the procedure generally can be separated into three phases:

1. Collection and interpretation of data pertinent to recreation demand, including population analysis and inventory of existing and potential recreational areas;
2. Analysis of current and future park and recreation needs;

CASE STUDY
Monroe County, New York

Program COMPARE: A Guideline for Parks and Recreation in Monroe County, New York furnishes definite guidelines for the development of parklands in the county. "COMPARE" stands for "County of Monroe Parks and Recreation Excellence," and is the result of a comprehensive study of the land areas and facilities of the county parks. COMPARE outlines a program of improvements that will provide the necessary facilities for a well-rounded, complete park and recreation program for the county.

There was no park and recreation plan when a new director of parks took office in January, 1966, and the director felt that definite guidelines were needed. Thus he set about making an inventory and analyzing the conditions of the land and facilities of each park in the county. The director used a 1958 report on Monroe County characteristics that influence park and recreation planning, prepared by a citizens committee appointed by the county governing body. He drew up the plan himself in his first nine months as parks director and submitted it to the county manager, who approved it in principle in 1966. The director has the authority to implement the plan with local, state, and federal funds.

The 118-page report consists of five parts: an inventory of department resources; an evaluation of these resources; a brief review of county characteristics that influence park and recreation planning; an outline of the capital improvement projects which should be undertaken; the impact this program will have on the personnel structure of the department.

The first two years of the program (1966-1967) include projects which will remedy existing faults. The third year program (1968) contains new projects. The park and recreation program is coordinated with the county comprehensive plan.

Every county needs a report of this kind to plan effectively. The Monroe County manager, in his "Capital Program for the County of Monroe 1965-1970," stated:

". . . the need for a separate capital budget is a measure of growing importance of the county in the structure of local government and the growing responsibilities of the county government in this community. The County of Monroe specifically has entered an era of growth at an accelerated rate and there is need to plan ahead for major capital outlays on an orderly and realistic scale. The preliminary population figures reported after the census during April 1964 reflect the quickening pace of growth in Monroe County. While the City of Rochester's population has been declining slowly, the population of the county outside the city has mushroomed. This shifting of people within the boundaries of the county has thrust a new responsibility upon the county government and those responsible for planning for the future."

The county manager also mentioned the importance of the county's pursuing its aggressive program of attaining parklands for future expansion, particularly in view of the generous federal and state aid programs. He continued, "As the county parks system grows it will require investment of public funds in new roads, improvement and expansion of golf courses, new fencing, tennis courts, shelters, play areas, restroom facilities, campsites, drainage utilities and major land development of presently unimproved sections of park lands."

Although Monroe County contains many units of local government, including the City of Rochester, the county, 19 towns and 10 villages, in recent years the governmental structure has become more metropolitan. The combination of the city and county park departments in 1961 followed a series of city-county consolidations of the welfare, health, airport, and library departments.

Monroe County's Program COMPARE is an ambitious and challenging program which provides an outline for the future operation of the Department of Parks.

CASE STUDY
Spokane County, Washington

A study of the Park and Recreation Department of Spokane County, Washington, reveals one way to achieve implementation of a comprehensive plan. By asking civic clubs and neighborhood groups to help develop park sites, the department is able to stretch its limited funds to provide more areas and facilities.

In 1960 the County Planning Commission, in cooperation with the park and recreation authority, published its first comprehensive park and recreation plans. The planners found the principles outlined by the California Committee on Planning for Recreation, Park Areas and Facilities and the standards developed by the National Recreation and Park Association of great value.

While the usual role of the county is to provide regional parks, Spokane County decided to concentrate on the neighborhood level. Urban centers were expanding rapidly, and increased mobility tended to undermine the sense of identity with the neighborhood. It was thought that local parks would be a focus of activity and a stabilizing force.

After this policy decision had been made, the planners set out to designate specific areas where land acquisition and development efforts should be directed. Existing parks were located. Park acquisition in neighborhoods was arranged on a priority schedule. A capital improvement program was developed to carry out the plan.

Implementation of the comprehensive plan required a large and stable source of income for several years. These funds were not available, however. State law demanded that a certain portion of the tax dollar be spent on specific county functions, but the statute pertaining to parks and recreation contained no provisions on financing. Since no portion of the tax dollar was specifically earmarked for use by the department, it received a meager appropriation from the money left in the general fund after mandatory county functions had been budgeted.

Other Washington counties needed a source of income for capital improvements, too. Upon their urging, the state legislature passed the Park District Act in 1957. This law authorized citizens who desired neighborhood recreation facilities to form park and recreation districts. An elected commission of five persons would govern the district. While the districts would not have the power to levy an annual authorized levy, they could levy a tax on property within their respective jurisdictions if the voters approved. Park and recreation districts could issue general obligation bonds for capital purposes. However, the outstanding general obligation indebtedness could not exceed an amount equal to 1½ per cent of assessed valuation on taxable property within the district. The district could, with the consent of the voters, levy taxes in excess of the 1½ per cent ceiling as long as it did not exceed five mills a year.

Establishment of junior taxing districts might have overcome some of the financial problems. Unfortunately, the counties could not act under this law, for it applied to Class AA counties only. King County (Seattle) was the only one in this category. (In March, 1967, the Park District Act was amended to include Class A counties so that suburban counties can take advantage of its provisions.)

The state legislature approached the problem again, and passed the Park and Recreation Service Areas Act. This law authorized any Class AA, Class A, first or second class county to create service areas for the purpose of financing park and recreational facilities. Residents of the service area would pay for the parks and facilities, but they would be county owned and administered.

These special taxing districts would be formed to provide particular facilities, such as swimming pools. The projects to be undertaken and cost estimates had to be presented in the petition calling for the creation of this area. Such projects had to be compatible with the county park and recreation plan.

Service area undertakings would be financed by a special tax on property within the area. General obligation bonds for capital purposes could be issued. The county would prepare the annual budget, and appropriate to the service area the income the service area realized from tax levies, gifts, donations, or other means.

This law did not solve the financial crisis, either. When contested in the courts, it was declared unconstitutional.

Since adequate state legislation was not passed, the Spokane County department developed its own method of obtaining additional funds. The department decided to concentrate on buying parkland, but development was not neglected. Civic clubs and neighborhood groups assumed the responsibility of clearing the site, planting flowers, building shelter houses and comfort stations, and erecting other facilities. In addition to supplying physical labor, these groups paid for the services of carpenters, plumbers, and others. Money was raised by holding bake sales, rummage sales, and car washes. Much was donated.

Enlisting the support of sponsoring groups has done more than relieve the tight budget situation. A feeling of pride and accomplishment was instilled in each person who contributes time and materials, and the neighborhood obtains those facilities it most desires and needs. The citizens of Spokane County were truly the key to the implementation of the park and recreation plan.

3. Formulation of proposals to alleviate these needs.

Before the first phase of the process is undertaken, principles for recreation planning should be developed. San Mateo County, California, officials devoted four pages of the park and recreation plan to a statement of principles designed to ensure development of a balanced park, recreation, and open space system. First and most important is the principle of public involvement in plan formulation. Citizens are encouraged to participate in forming and reviewing each phase of the program so major proposals will reflect their desires and gain general acceptance.

The following principles were adopted by San Mateo County:

1. Planning should be based upon (a) sound estimates of present and future needs, taking into consideration past trends and emerging tendencies; and (b) comprehensive and thorough evaluation of existing public park and recreation areas.
2. The countywide public park system should take into account the facilities and services provided by private agencies, institutions, and commercial recreation enterprise to avoid unnecessary duplication.
3. The county park system should be coordinated with the general plans and the park and recreation plans of each of the cities and special districts in the county, as well as with the plans of other counties and regional, state, and national agencies with responsibilities in the San Francisco Bay area.
4. Adequate park and recreation use and space standards should be adopted and the necessary areas acquired well in advance of current demands.
5. The park system should be planned on a sound financial basis.
6. After adoption of the plan there should be periodic review, re-evaluation and revision, preferably every five years.

Early in the planning process, the year to which the plan will be keyed must be determined. Most plans encompass a 20-year period; others are geared to the needs of the year 2000. The time span should be long enough to allow substantial change, but short enough to make realistic projections on population and land uses.

The planning process should include some means of preserving natural areas where small children can discover the wonders of nature for themselves.

A brief description of natural resources and topography sets the stage for subsequent planning action. The ability to meet recreation needs is related to the physical environment. A survey of the geography, climate, and current open spaces use indicates recreation potential.

Data Collection and Analysis

After these preliminary steps have been taken, the process of gathering population and land use data, ascertaining recreation needs, and making recommendations begins. The first phase in this process is to gather basic information on current and projected population, existing park and recreational facilities, and potential park and open space resources. From the analysis of population or the "clientele" to be served, the demand for additional parks is estimated. The inventory of existing facilities, coupled with anticipated demand, indicates the extent of the population's recreation and open space needs, and from the study of potential open space and park sites, the capability of fulfilling these needs is determined.

H. Douglas Sessoms, associate professor and chairman of the Recreation Curriculum of the University of North Carolina, has written, "Recreation facilities are simply the manifestations of social needs. They are there to provide an avenue for fulfillment or expression of social and recreational needs through leisure experiences."

Analysis of population patterns can provide reliable statistics for estimating the number of small children whose recreation needs must be considered and met.

Sessoms' statement clearly indicates that parks are created to serve people. The value of the comprehensive park and recreation plan depends largely on the accuracy with which the characteristics and recreation preferences of the population are collected and analyzed. A profile of the jurisdiction's residents may include the total number of people; overall population density; density of neighborhoods or basic planning units; distribution by age and occupation, education, and income levels; amount of leisure time; and travel habits or mobility. Several other factors may be considered, such as the number of physically handicapped, mentally ill, retarded, or financially disadvantaged and their special recreation needs. Information concerning the kinds of facilities and programs people want can be obtained by sending questionnaries to a representative sample and by meeting frequently with representative citizens groups. To facilitate data collection, the entire jurisdiction may be divided into neighborhoods and a population profile developed for each. A compliation of all the neighborhood profiles constitutes the total population picture. When the jurisdiction is studied on a neighborhood basis, the areas of greatest immediate need can be pinpointed easily, as can the rapid-growth areas that will be in need within five or ten years unless action is taken today.

Population statistics are readily available from the Bureau of the Census. Analysis of past growth trends, including the direction and rate of change, offers clues to future population size and makeup. Future growth is related to other factors, such as economic activity and the amount of land available for development and redevelopment.

An example of a good population profile is the one developed by Cobb County, Georgia, recreation planners with the assistance of a private consulting firm. Five factors affecting recreation demand were taken into account: size of population, income, education, mobility, and age. When local influences and patterns were compared with

COMPARISON OF EXISTING RECREATIONAL FACILITIES WITH DESIRABLE STANDARDS

(From Parks and Recreation, City of Miami Comprehensive Plan)

TYPE	STANDARD	REQUIRED	EXISTING NUMBER OF ACRES OR UNITS	DEFICIENCY
Playgrounds	1 acre per 1,000 persons	282 acres	93.85 acres	Proposed at schools 33 acres Proposed at new sites 150 acres
Playfields	1 acre per 800 persons	228 acres	164.16 acres	64 acres
Large Parks	1 acre per 40,000 persons	419 acres	163 acres	256 acres
Community Recreation Buildings	1 per 20,000 persons	14	18	—
OUTDOOR FACILITIES				
Baseball Diamonds	1 per 6,000 persons	47	12*	35
Softball Diamonds	1 per 3,000 persons	94	25*	69
Golf Courses	1 per 54,000 persons	6	1	5
Swimming Pools	1 per 50,000 persons	6	7	—
Spray or Wading Pools	Each Playground	94	0	94
Tennis Courts	1 per 2,000 persons	141	63*	78
INDOOR FACILITIES				
Gymnasium	1 per 10,000 persons	28	0	28
Auditoriums	1 per 20,000 persons	14	20	—
Social or Play Room	1 per 10,000 persons	28	26**	2
Reading and Quiet Game Room	1 per 10,000 persons	28	26**	2
Arts and Crafts Room	1 per 10,000 persons	28	26**	2
Club or Multiple-Use Room	1 per 4,000 persons	72	26**	56

** School facilities not open to public, excluded.*

*** Not up to standard of 12,500 square feet.*

nationwide trends, the following estimates for future recreation demand were reached:

1. *Population.* Increase in population is the national trend that has greatest impact on the local level. From 1960 to 1965 Cobb County grew at an average rate of about 5.8 per cent annually. Based on this trend, the projected population for 1970 is 191,000, and 295,700 for 1983. With a 101 per cent increase in the number of people from 1965 to 1983, it is reasonable to anticipate a 100 per cent increase in recreation demand.

2. *Income.* National surveys reveal that the sharpest rise in recreation participation occurs when a family's income exceeds the $3,000 mark. Participation continues to rise with family income in the $7,000-to-$10,000 range, and thereafter declines. The median family income in Cobb County is $6,100. It is reasonable to assume that recreation participation, especially in family activities, will increase.

3. *Education.* Generally, higher education and greater participation in recreation go hand in hand. The rate of participation in swimming and outdoor games is particularly affected by education. The median school years completed by Cobb County citizens age 25 and over was 10.7 years in 1960. Those citizens living in urban areas had, on the average, completed 12 to 12.5 years of school. When correlated with national trends, this data indicates that county residents will participate heavily in driving for pleasure, swimming, sightseeing, walking for pleasure, and outdoor games and sports.

4. *Mobility.* Mobility of people is a major factor influencing recreation participation. On the local level, mobility can be measured by the number of registered passenger cars and the number of residents of driving age. In 1961, over 60 per cent of the total population of the county was of driving age (approximately 72,000 persons),

and 41,804 passenger cars were registered. By 1965 the number of registered passenger cars had risen to 71,500. When this figure was compared to the increase in persons of driving age, it was learned that the county boasts approximately 1.2 persons of driving age per passenger car.

5. *Age*. Age decidedly affects recreation participation, with the young and very active making the greatest demands on facilities for competitive sports and group recreation. This group (0 to 24 years) comprises 50 per cent of the county's population. The family age-group (25 to 65 years) demands family facilities and activities such as picnicking, swimming, boating, and arts and crafts. This age group accounts for 45 per cent of the population. The remaining 5 per cent of the population consists of "golden agers" who demand passive recreation and group activities such as arts and craft programs, hobbies, and bridge.

In addition to this general data, more detailed information was presented on county maps. The county was divided by census tract, and for each tract population trends, including total population, age groups, acres per person, net residential density, school enrollment, income, and the number of registered passenger cars, were presented.

Inventory of Parks

After studying the clientele, the planner determines the number and type of recreation opportunities available. All recreation facilities are inventoried—semi-public, private, commercial, religious, and public. Planners in San Antonio, Texas, developed an inventory chart for all public parks. The name, location, and date of acquisition were recorded, along with the total acreage and the developed acreage. Parks were further categorized by service area and special purpose. Thus, parks were designated metropolitan, area, community, and neighborhood according to the size of the area served. Special purpose categories included plazas, golf courses, youth centers, play lots, and parkways.

School superintendents were asked to indicate the size of their playgrounds and availability to the public after school hours. Semi-public groups such as the Izaak Walton League and the 4-H, private clubs, commercial amusements enterprises, and all other organizations offering recreation opportunities were contacted.

Staff members of the Richmond, California, planning commission surveyed churches and pri-

CASE STUDY
Islip, New York

Islip, New York, a town of approximately 120,000 population, developed a comprehensive park and recreation plan in 1965 which is now being successfully implemented. While preparing acquisition and development guidelines, public officials of this Long Island community kept one principle foremost: implementation of the plan depended directly on citizen interest and participation. To stimulate and sustain public support while the plan was being drawn up, these officials scheduled speaking engagements, issued interim progress reports, and publicized their activities in the local newspaper.

The planning process consisted of nine phases: population analysis, facilities and properties report, land use study, traffic analysis, division of the town into geographic districts, coordination of Islip plans with those of other public and private agencies, research, recommendation, and implementation.

Realizing that the foundation of a sound park and recreation plan is a thorough knowledge of the people served, Islip planners undertook a comprehensive study of the town's population. They estimated the size of the current and ultimate population, located residential areas on maps, and learned the nature of the citizen's recreation needs. They developed a profile indicating the number of persons in various age groups. The percentage of total population in each age bracket was used to decide the percentage of total recreation program that would be devoted to each age group. For example, if 10 per cent of the population were senior citizens, an equal percentage of the recreation program would be geared to their interests if other studies indicated that they desired such activities.

After recreation needs of each age group had been ascertained, the planners established prerequisites for developing facilities and programs. To avoid duplicating facilities, Islip planners mapped all existing and proposed vate organizations to ascertain their contribution to recreation. Churches in Richmond provided little outdoor activity but offered meeting places and recreation rooms for Boy Scouts and other civic groups. (Religious groups in many parts of the country do operate outdoor recreation facilities, such as youth camps.) Commercial enterprises in Richmond concentrated on indoor facilities and so did not duplicate public facilities. Four private clubs—two golf clubs and two rod and gun clubs—were well attended; the city did not develop similar facilities.

In addition to surveying all existing parks, including the recreational facilities and programs available at each, planners look for potential park sites. The ability to expand the park system is directly related to the amount and type of open space available for purchase and development.

parks in the area, including those owned or planned by county, state, and federal agencies and private groups. A report accompanying the map listed for each site present and planned facilities, area served, and recreation program offered. Private facilities were identified and their public use studied. Recreation and conservation potential of every parcel of public land in the township was considered. For each tract, the deed was checked so planners could learn its original intention and present use. Large individual tracts in private ownership which had conservation and recreation potential were pinpointed and carefully watched. If development seemed imminent, the feasibility of preserving them in their natural state by making zoning adjustments was studied. Finally, regional recreation facilities, such as golf courses and large lakes, were located.

All this information was categorized under five headings: 1) existing and planned public facilities at the federal, state, county, and town levels of government; 2) existing private recreation facilities available to the public; 3) all other public lands with potential conservation and recreation utilization; 4) large individual tracts under private ownership with conservation and recreation potential; 5) regional recreation facilities near the township.

Upon completion of the inventory, population trends were aligned with economic development policies of each area to determine the type of recreation facilities that should be constructed. For example, sections of the town planned for low-priced residential development attractive to young families were identified as areas where recreation facilities of interest to growing children and young adults should be located.

Islip planners also studied the various aspects of transportation and their relation to recreation. As existing properties and facilities were mapped, roadway access to each site was considered. When new parks were planned, the arterial road system near the proposed site was studied to determine the need for new access roads or road improvements.

Standards of road beautification are now being developed to enhance the quality of roads leading to parks. Directional signs are being installed throughout town to inform residents of park locations.

Finally, the planners considered the availability of public transportation to regional parks. In Islip, public buses do not service such parks, so an arrangement was made to use privately owned and operated school buses for this purpose on winter weekends and during the summer months. Under a summer franchise program, one bus owner established weekend routes to parks and charged only a nominal fee. The program enabled the mothers of one-car families to easily transport themselves and their children to a regional park for the day.

When the statistical study had been completed, the town was divided into study areas of workable size, usually neighborhoods, for establishment of a balanced recreation program. Islip planners felt the neighborhood was the foundation on which the community would grow, and thus it played a most important role in recreation programming.

The statistical information was coordinated, and public support to implement the plan was enlisted. An annual recreation month was designated during which town officials, recreation personnel, and their consultants hold public seminars at various high schools to tell the taxpayer how his money is being spent and about the comprehensive, balanced recreation program available to him. Professional architects, engineers, planners, public officials, and recreation officials were asked to give recommendations and advice. At their suggestion, public officials established a continuous land acquisition and an annual capital improvement program. They also issued standards of practice for conservation and recreation and created a public information program through seminars, questionnaires, and an annual brochure.

In Islip, not only is the park and recreation plan being implemented, but officials are also setting up various experimental programs for each age group. If, after a year's time, the public expresses a desire for continuation of the activity, it is expanded. On the other hand, if interest in the program is limited, it is replaced by a new activity.

CASE STUDY

Essex County, New Jersey

"Modern day park and recreation management require a warm response to public needs, imagination and foresight in planning, single-minded determination to translate planinng into action . . ." The Essex County, New Jersey, Park Commission, the first county park agency in the country, has shown that by drawing up a plan and conscientiously implementing it, a county can develop outstanding park and recreation facilities.

Because of citizen pressure, the New Jersey state legislature authorized $10,000 for a study of a proposed Essex County park system in 1894. Five citizens from different sections of the county were appointed commissioners and given two years to complete their study. The commissioners drafted a park plan in one year, and in 1895 the state legislature approved the enabling legislation establishing the commission. Although the commissioners were originally appointed by the chief justice of the state supreme court, they are now appointed by the county governing board.

Only 25 acres of parkland existed in Essex County in 1895. The commission astonished citizens by calling in its plan for acquisition of 3,000 acres. (Today the county has nearly 4,000 acres.) Even in 1895 it was clear that urbanization was quickly using up land. If the county's farsighted plan was to be implemented, land purchases had to made immediately.

The land acquisition program was not easy. Over 600 different parcels of land were bought from 1,800 owners. By June, 1895 (the same year the plan was completed), ground was broken for the first county park, Branch Brook. During the first seven years of the park commission's existence, county voters approved the expenditure of $5 million for parklands.

Although the county's first two parks were immediately popular because they were close to heavily populated areas, some citizens expressed doubts about purchases far away from population centers. One such far-away purchase, Weequahic Reservation, was criticized by newspapers in 1895 because it had "an ugly and unsightly swamp," but planners saw virtue in great trees "finer than in any other reservation." The planners' foresight was proved sound by 1909, according to the park commission report: "Not surprisingly, Weequahic no longer was 'too far' from the city Newark: the city had begun to grow out to the park and that growth would be accelerated when trolley lines rolled into the area, to be followed soon by automobiles."

Some parts of the plan were not implemented, such as a bold scheme to construct wide, free parkways from Newark to the outlying reservations; to improve their surfaces so that horse-drawn carriages could roll unhindered to the mountains; and to build landscaped bicycle paths to the hills. This plan was dashed when a municipality granted a trolley franchise along the proposed route. Such setbacks failed to discourage the planners who dreamed of greater parks.

The Essex County park system has proved its ability to be flexibile and to modify its plans if the occasion and the public demand. When changing tastes in recreation made an indoor ice rink a tempting thought, the commission built one which now operates almost around the clock.

There has been growth and change since the first park commissioners drew up their original plan in 1894, and there is still room to grow in a huge unused area acquired by the park commission in a sparsely settled area.

Open areas with park potential are identified by aerial maps and on-site inspection. Assistance may be obtained from public agencies such as the Soil Conservation Service.

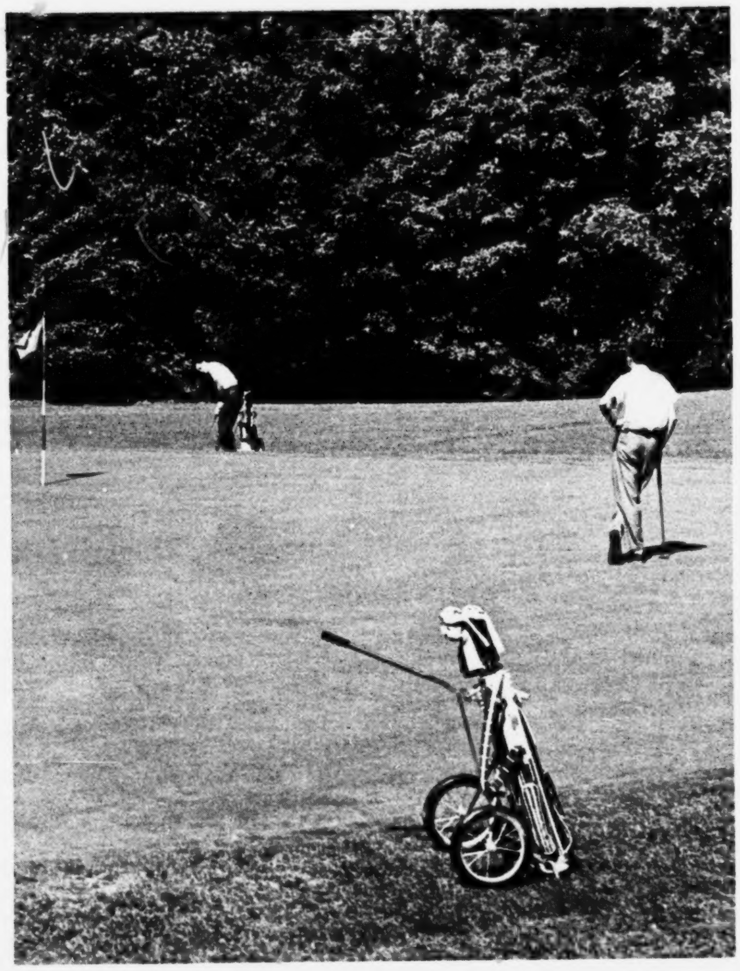
The Soil Conservation Service is currently appraising the opportunities for developing income-producing outdoor recreation enterprises on farms and other rural areas at the county level. This could be a helpful source for identifying potential park sites. Private and public recreation areas are inventoried and statistics are gathered concerning the county's population, highways, climate, and land use. A team of about four representatives from local resource agencies, such as the extension service, state and federal park and forestry agencies, and highway agencies, then assess the potential of the natural resources for several important kinds of recreation development. The kinds considered include vacation cabins and cottages, camping grounds, picnic areas, fishing waters, and hunting areas.

Other information on potential land uses can be obtained from Soil Conservation Service soil surveys, U. S. Geological Survey maps, and the U. S. Army Corps of Engineers. For further information on technical assistance see *Guide Number 7, Technical and Financial Assistance*.

Just as population information is transferred to jurisdiction maps, so the inventory of existing and potential parks and open spaces is presented on maps. The entire jurisdiction is divided into basic planning units (the neighborhood, or in the earlier case of Cobb County, Georgia, the census tract) and the number of parks and size of each are indicated.

Current and Future Needs

AFTER completing the inventory and fact-gathering phase, the second part of the planning process is undertaken. In this phase the planner determines the extent of current and future park, *Increased leisure means more adult facilities. Here, the Winton Woods Golf Course of the Hamilton County, Ohio, Park District.*

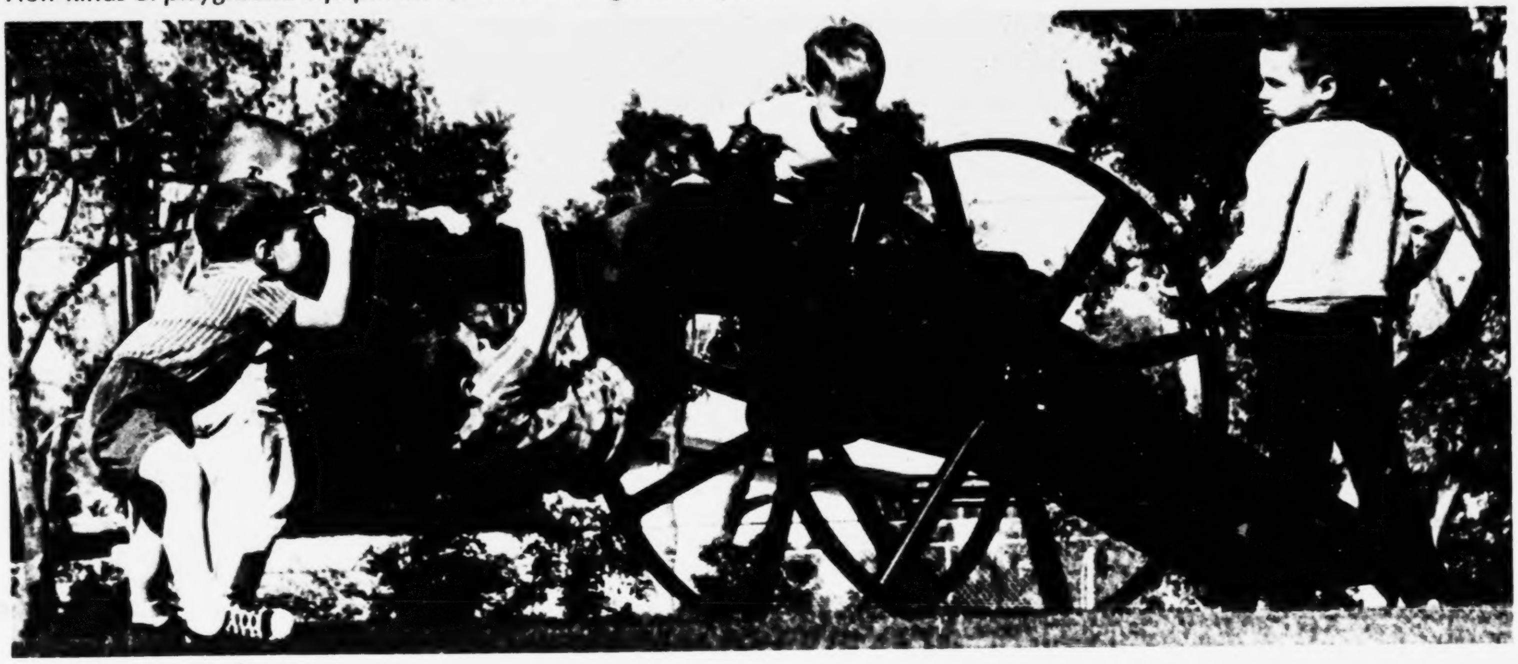


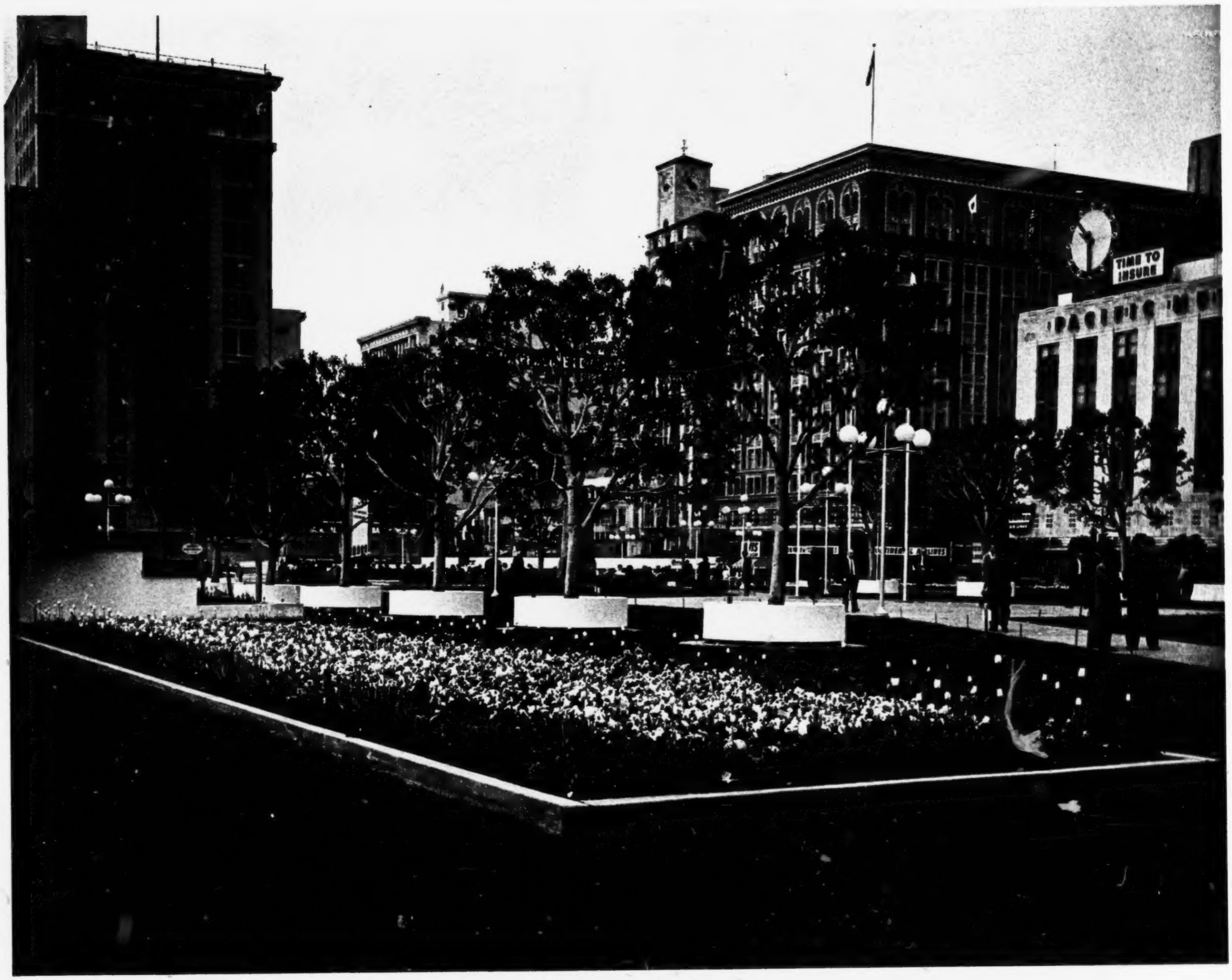
recreation, and open space needs. Standards for acreage and types of parks are developed. The standards represent the goal the park and recreation department is striving to achieve and thus serve as a yardstick by which to measure progress and point out weaknesses.

Not only must acreage standards be developed, but facility standards must be established as well. Such standards may serve as guidelines for improving inadequate recreation programs. Recreation space standards represent relative rather than absolute space requirements. It is important to understand the conditions under which existing standards were developed, because they may not be relevant to another area with a different set of circumstances.

The National Recreation and Park Association publication, *Outdoor Recreation Space Standards*, recommends acreage standards for various types of areas provided by local and state governments. The association suggests that local governments provide 10 acres of near-at-hand parks per thousand ultimate population and 15 acres of parks within an hour's travel time per thousand ultimate population, for a total of 25 acres of parks per thousand ultimate population. The acreage should be distributed between two types of near-at-hand areas—neighborhood parks and district parks—and two types of areas within an hour's travel time from the population center—large urban parks and large extra-urban (regional) parks. The publication suggests that state governments should provide 65 acres of large parks, forests,

New kinds of playground equipment must be investigated for possible use.





Famous Pershing Square, a cared-for park in the heart of downtown Los Angeles.

and other open space per thousand ultimate population. When the 65 acres furnished by the state are added to the 25 acres furnished by local governments, 90 acres of public open space are available to each thousand persons.

The association further suggests that neighborhood and district parks, providing two-and-one-half acres for each thousand ultimate population, be located to serve the neighborhood elementary school and the junior senior high school districts respectively. Ideally these parks should adjoin the school properties, and facilities should be designed to complement one another. For more information on designing school-park complexes, see *Guide Number 5, Areawide and Multigovernmental Opportunities*.

Local governments should furnish 5 acres of large urban parks per thousand ultimate population. These parks should consist of 100 acres or more of relatively natural area with scenic values. They may be located in stream valleys, on lake or waterfront areas, or in rough terrain. Beyond the urban area, 15 acres per thousand ultimate population should be provided. These large extra-urban parks allow the city dweller to enjoy natural beauty and get away from the urban environment. Near-at-hand areas and areas within an hour's travel time may be supplemented by such special facilities as golf courses and swimming pools.

The Bureau of Outdoor Recreation publication, *Outdoor Recreation Space Standards, 1967*, is a compilation of existing and proposed open space and facility standards from many sources. It is designed to help provide guidance to planners and public officials in making decisions on space requirements.

Before planners can create a park system they must determine the components of that system. Physical environment, recreation needs, and public policy are the bases for deciding the types of parks and facilities to be included in the balanced park system. Most cities provide neighborhood parks and other larger preserves designed to serve only the residents of the city, while counties usually concentrate on large, regional parks on the fringes of the metropolis.

CASE STUDY
Evanston, Illinois

Planners in Evanston, Illinois, are experienced in developing comprehensive park and recreation plans, but only recently have they seen their proposals enacted. Four plans with similar suggestions for acquiring and developing parks have been developed since 1917, but lack of interest, money, and a well-organized park and recreation agency prevented establishment of the proposed park system. Only recently have some of the park and open space objectives been met.

The neighborhood was designated as the basic planning unit in the first three plans (developed in 1917, 1939, and 1948). All the city's neighborhoods, most of which covered one-half to one square mile, were delineated on maps. Research indicated that the average neighborhood supported a population ranging from 3,000 to 7,000 persons, and further study revealed the estimated potential population of each basic planning unit. To determine the park acreage necessary to serve the ultimate population, Evanston planners adopted acreage standards suggested by the National Recreation and Park Association. The goal was to furnish seven acres of neighborhood parkland for every 1,000 persons.

After acreage needs had been determined, proposed park sites were generally located. The following factors influenced site selection: (1) existing and proposed thoroughfare system; (2) existing park and school properties (if possible, parks were placed adjacent to schools); (3) distribution of population; (4) new growth trends; (5) industrial and commercial development, (6) available park sites and their prices.

In addition to neighborhood parks, a few citywide recreation areas were planned. The development of canal and lake-front parks was suggested also.

By the late 1950's few park sites had been acquired, and the opportunity to obtain them was diminishing rapidly as potential areas were converted to residential, commercial, and industrial uses. The 1959 comprehensive park and recreation plan acknowledged this fact, and shifted the emphasis from larger, neighborhood parks to small totlots of approximately one-quarter acre. Although widely circulated, the 1959 plan was also largely ignored.

The four plans had considerable merit, but as devices for guiding future park growth they had only limited success. Sound as many of their recommendations were, only a modest number of them ever came into being. Why did these early plans accomplish so much less than they should have?

First, it appears that many recommendations were not actually rejected; they were simply forgotten because of the existing organizational structure. No single body was responsible for executing a comprehensive park plan. Responsibility for acquiring land for recreation was fragmented among three park districts, the city government, and the school districts. This fragmentation created a serious communications problem and made the necessary follow-through on the promotion of a plan difficult. No effective means existed for keeping a park plan under active consideration.

Second, the diffusion of authority resulting from the multiple park districts also created problems in financing land acquisition. A citywide bond issue would have been necessary to launch any large-scale program. However, the proceeds from such a bond issue could not be spent in the areas under the jurisdication of three park districts. Separate bond issues would have to have been passed simultaneously in each park district if park needs were to be met on a citywide comprehensive basis. Passage of a citywide bond issue for parkland acquisition was a critical need during Evanston's growing years.

Many factors brought about effecitve planning for Evanston, but the most important was the city's employment of a professionally trained park and recreation superintendent in 1961. The new superintendent immediately took steps to relate the entire park planning program to the citywide budgeting operation. The highlights of this changeover include the following:

1. The city government accepted the primary responsibility for park acquisition and development and has made it a major item in the budget and capital improvement program. It is proceeding according to the recommendations which have grown out of recent comprehensive park planning studies.

2. In 1962, the city adopted a capital improvement program consisting of a comprehensive list of all proposed city improvements, including acquisition and development of parkland. The capital improvement program now serves as an essential link between the plan recommendations and the action required to bring these recommendations into reality. It also provides the most effective means of keeping a plan current and alive because of its provision for annual review. The capital improvement program, with its itemized projects arranged by priority, estimated project costs, and anticipated sources of revenue, serves as an excellent reminder of the job that needs to be done and insures that recommendations will receive active consideration. They may be rejected or postponed, but they will not be forgotten.

County park systems may be composed of either urban parks or larger regional areas. If communities within the county do not furnish neighborhood parks and other "walk to" facilities, the county may provide them. If such needs are met by the unincorporated communities, the county provides countywide or regional parks remote from the urban areas, smaller district parks to serve several communities, and special-use facilities (golf courses, bathing beaches, sports centers, swim centers, arts centers, museums, and zoos).

CASE STUDY

Santa Clara County, California

An ideal climate, fertile land, and a burgeoning population make wise land use planning imperative in Santa Clara County, California. The climate and soil enable farmers to grow nuts, wine grapes, fruits, and vegetables that cannot be produced in other parts of our country. But this environment attracts people, too. The county gains 100 new residents each day. By 1970 the population is expected to exceed one million. Parks and recreational facilities must be provided, and the unique agricultural land must be preserved.

The comprehensive park, recreation, and open space plan, first published in 1959 and revised in 1962, was developed by the county planning commission with the cooperation of the park and recreation department. Basic to it is the policy to provide only those facilities that cannot feasibly be furnished by local school districts or municipalities. The county does not engage in intensive, organized recreational programming nor does it furnish parks in urban developed territory.

Ascertaining the demand for recreational facilities taxes the minds of the most skillful planners, but Santa Clara County is using computers to simplify the job. Under "Program LOGIC" (Local Government Informational Control) each county department is tied to a 360/30 computer by an IBM 2260 terminal. The terminals can type in and receive information, and by using the machines every department has access to the common data centrally stored.

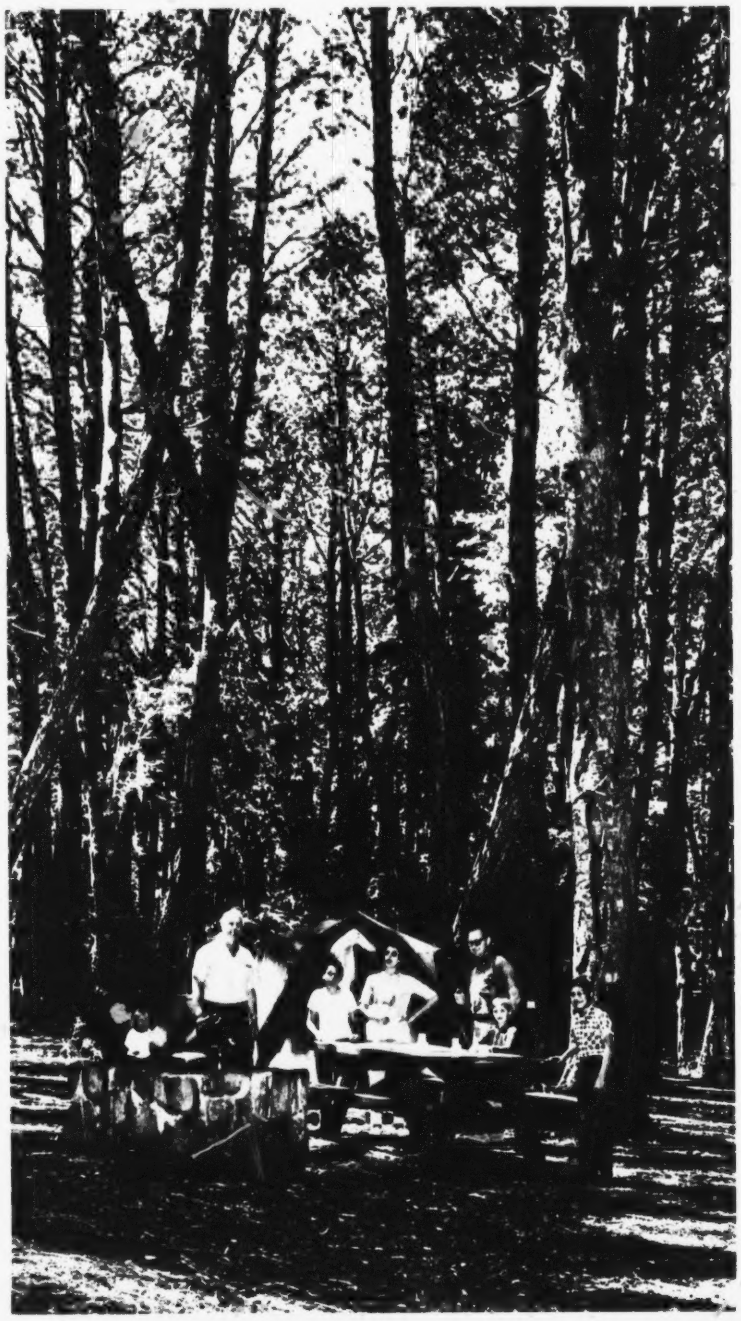
For example, both the park and recreation department and the planning department have access to the property information system that describes all the land in the county and its use. To determine the demand for recreational facilities, the park and recreation department prepared and distributed questionnaires to a representative sample of residents, and fed the responses to the computers for analysis. The result was a sophisticated profile of the nature and magnitude of recreation demand.

"Program LOGIC" is especially valuable in determining the extent of demand for a special facility. Requests from relatively small, but well organized sportsmen's groups can now be distinguished from requests from the general public. Even before computers were used, intense pressure on public officials led the Board of Supervisors to adopt criteria for evaluating the activities and facilities that the county would provide. Only general park and recreational facilities attracting a representative sample of citizens from a large segment of the county would be furnished. The county would not develop facilities requiring substantial capital investment by the user or offer activities introducing unusual liability risk or hazards of physical injury.

Equipped with the information concerning the number and types of park and recreational facilities the people of the county wanted, park and recreation officials began to inventory agricultural, recreational, and functional open space resources to determine the capacity for meeting the needs of the population. Adequate open space is still available, but officials are acting now to preserve it from being used for residential, industrial, and other purposes.

Agricultural zoning was introduced in 1954 to preserve some of the county's valuable farm land. Under a constituitonal amendment (Art. XIII, Sec. 2.8), a farmer can request that his land be zoned for agriculture; in return, he is required to farm for a specified number of years. The property is assessed on the basis of current agricultural use rather than on uses of surrounding subdivided land. If the agreement is broken and the farmer sells his land to developers or introduces an incompatible use, the tax advantage is rescinded. The property is reassessed according to the value of adjacent land, and the owner is required to pay an amount equal to the difference between taxes paid and taxes required had the land not been zoned agricultural on the seven immediately preceding lien dates.

Park sites have been planned and some are being acquired in mountainous areas, on the valley floor, near reservoirs, and along San Francisco Bay. A system of recreation roads and trailways has also been proposed. The revised park, recreation, and open space plan indicates when acquisition and development will be undertaken and the source of revenue to finance these operations. Income from two bond issues will pay for most projects, and, hopefully, state and federal assistance will be available.



This restful camp area in Mt. Madonna Park is part of the Santa Clara County, California, park system.

The recreation needs of the current and anticipated population can be determined by comparing the population data and inventory of existing parks to the accepted standards. When this information is correlated with the status of the current park system, the gaps and loopholes in need of attention are readily apparent.

Spokane County, Washington, identified park needs by isolating each basic planning unit (i.e., each neighborhood and each community) and relating the accepted standards to the existing facilities. For each unit a chart indicated the existing and ultimate population, park acreage, and acreage devoted to schools. The neighborhood characteristics of current and potential number of dwelling units and rate of growth were also presented. If an additional park was needed, the proposed location and size were recorded. By combining the needs of all neighborhoods and communities, the aggregate recreation needs were ascertained.

Implementing the Plan

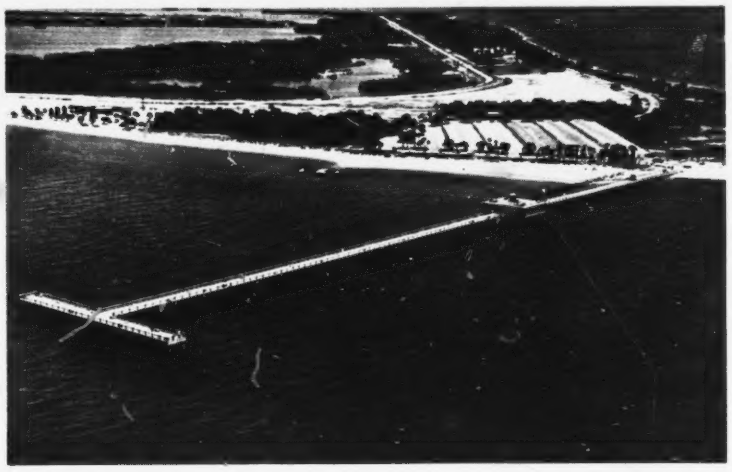
The third and final phase of the comprehensive planning process is to transform the blueprint from the drawing board to reality. Acreage and facility needs have been identified for each planning unit and for the jurisdiction as a whole. Next a priority schedule for development of specific projects is drawn up.

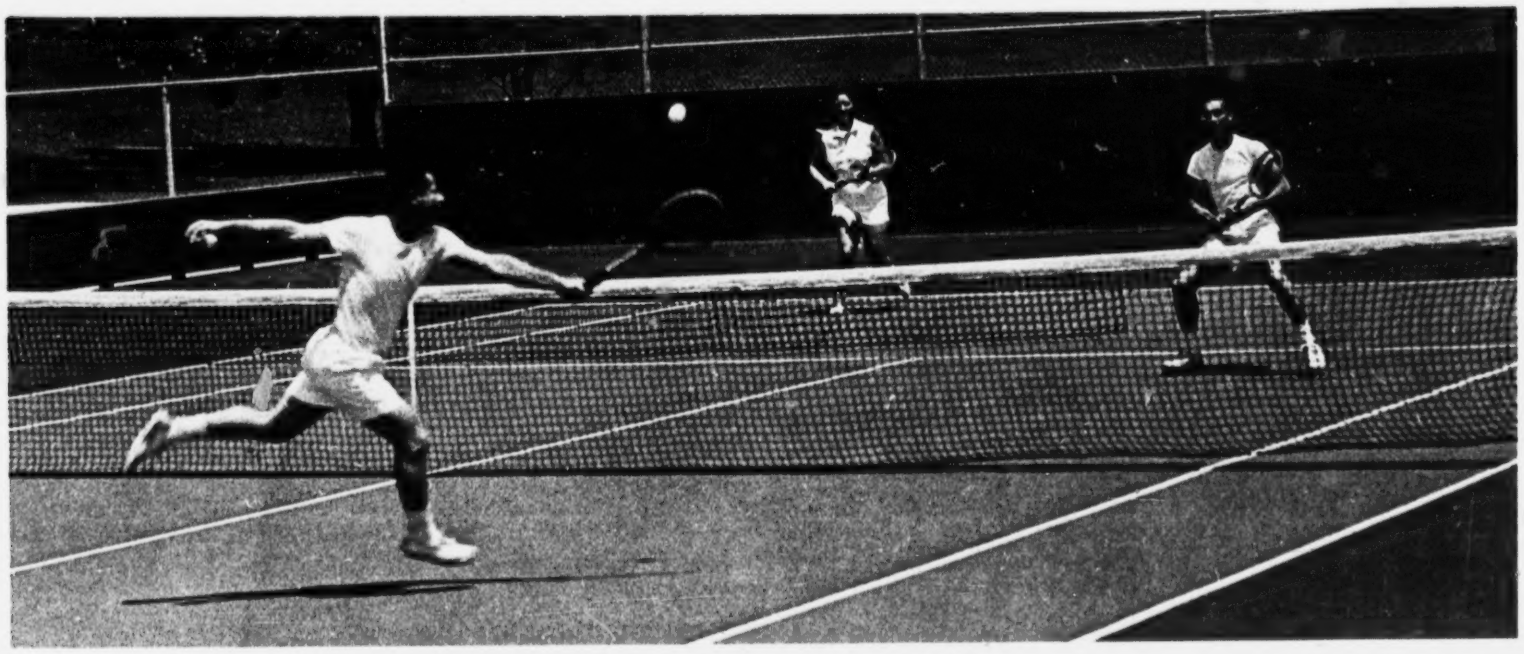
Usually, jurisdictions with new park and recreation departments need to undertake an extensive and costly land acquisition program. Land can be developed at a later date, possibly with the help of citizen groups, but it must be acquired promptly, before the price skyrockets or the land is developed for another use.

When developing a priority schedule, the park and recreation agency must balance short-range and long-range needs. Cities and counties can then eliminate some immediate deficiencies in established areas and prevent identical problems from developing in new residential districts as they change though the years.

Elaborate priority schedules are used by many local governments. Spokane County, Washington, gives each neighborhood a priority number based on existing population, percentage of develop-

A Florida fishing pier in Pinellas County's Fort DeSoto Park.





Tennis courts, like this one in Los Angeles' Griffith Park, require many improvements and continuing care. By contrast, the sailing provided on Lake Jacomo in Jackson County, Missouri, presents little upkeep problem once the lake is there.

ment, vacant acreage available, and rate of growth. A rating schedule is established and every area is judged on each of the four factors. The neighborhood with the greatest population, greatest degree of residential development, lowest number of vacant lots, and fastest development rate, is placed first on the priority list, and every attempt is made to acquire a suitable site immediately.

Spokane County officials realized if the priority schedule were rigidly followed, the county would always be responding to needs instead of preventing future park deficiencies in developing areas. Thus, officials adopted a policy that couples remedial action with preventive measures. They strive to acquire in rapidly developing areas approximately one-third of the park sites purchased annually while the remainder are located in neighborhoods high on the priority schedule.

Capital Budgeting Necessary

Discussion of buying and developing parks is idle talk unless accompanied by a capital budgeting program. This fact is illustrated in the summary of the Evanston, Illinois, system. The capital improvement budget is based on a thorough and realistic study of the cost of acquiring and developing parks and facilities coupled with an analysis of the amount of money available from various sources.

The comprehensive plan and the accompanying capital improvement program are adopted by the local governing board after public hearings have been held. Adoption of the plan discourages those hoping to undermine it by seeking zoning changes and subsequently introducing uses incompatible with open space preservation.

CASE STUDY
Hamden, Connecticut

Hamden, Connecticut, population 48,000, completed its first comprehensive plan in 1964. The plan, prepared by the town planning department and consultants, was financed in part by a federal "701" grant. The planners consulted with the Department of Parks and Recreation, the Board of Education, and others in drawing up the community facilities and land use portions of the plan.

In 1966, 43 per cent of the total land in Hamden was undeveloped. Since the town is a suburb of New Haven, it is expected that its population will almost double by 1970. However, the plan calls for 25 per cent of the land to remain in open spaces and parks.

The most important aspect of recreation and park planning in Hamden is coordination and cooperation among the Board of Education, Department of Planning, and Department of Parks and Recreation. The recreation director is a permanent member of the school building committee. All school sites are now also park sites.

Fourteen-acre school sites are purchased; five of these acres are devoted to park development. The school board pays for the land and the recreation department pays for special equipment and maintenance of the land around the schools. The school board pays for custodial services, but the recreation department uses the gymnasiums, music rooms, and auditoriums of the schools. All new schools are being designed with this multi-purpose use in mind.

The town has a capital budget, and seven sites for new schools have been chosen. The Board of Education budget must be approved by the town legislative council, a practice which facilitates coordination.

The advantages of combined school-recreation planning can be clearly seen in the school-community skating rink now being constructed at the Hamden High School. The skating rink will be used by the school's Department of Physical Education during school hours, (8:00 a.m. to 6:00 p.m.) and after that by the Department of Parks and Recreation. By utilizing existing land and facilities of the school, an outstanding recreational facility is being made available to the entire town.

Hamden, like many other growing areas, is still faced with the problem of acquiring land as rapidly as possible. The 1964 *Plan of Development* contained this admonition:

"The need to embark upon an early land acquisition program is strongly emphasized. As the Town grows and changes, land values will increase and the more desirable sites will be acquired by developers and used for housing construction. If a land acquisition program is not embarked upon, this will mean that the Town will have to pay unnecessarily high prices for land and in many instances will have to acquire land in poor locations, creating an uneconomic and inefficient municipal service structure. Even though a community facility, such as an elementary school, will not be needed until ten years hence, every effort should be made to acquire land for the anticipated facility as soon as possible."

Hamden's park and recreation department has also worked with the planning department in acquiring land for parks. There are 2,326 acres of passive recreation space, including two state parks, within the town. The town's subdivision ordinance permits the department to require dedication of land for park purposes in new subdivisions. There are also plans to develop a large watershed area for flood protection, wildlife habitat, and conservation purposes. When completed, the area will contain a lake, picnic facilities, hiking trails, playgrounds and playfields, and possibly a golf course. The plans for this watershed were drawn up in cooperation with the county soil conservation district and the federal Soil Conservation Service, and the U.S. Forest Service. Hamden is an excellent example of the way coordination and cooperation among local departments can result in better facilities for the people.

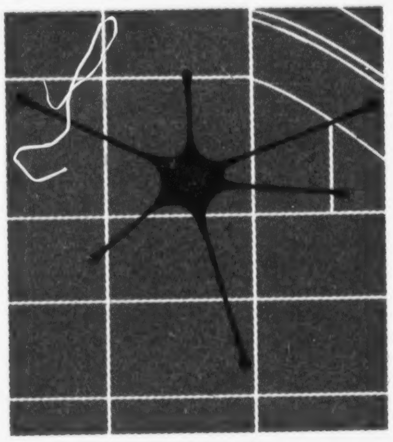
Implementation of the plan rests with elected city and county officials. Their primary responsibility is to allocate sufficient funds to cover capital investments and enact subdivision regulations. New park and recreation agencies need substantial funds if they are to purchase enough land to fulfill open space requirements. Elected officials frequently ask the citizenry to endorse special tax levies or bond issues for these purposes. The job of acquiring park sites is complicated by the intense competition for land, manifested in sharply rising prices.

Although most new park sites are acquired by negotiating with the owner for the full title of the property, there are many other methods of buying land or obtaining the right of public entry and use of private property. The feasibility of buying land by installment purchase, requiring subdividers to dedicate land or payment in lieu thereof, and restricting development on flood plains and subsequently using them for parks should be explored. These and other methods of obtaining land are discussed in *Guide Number 8, Land Acquisition*. The Colorado Springs, Colorado, case study in the second guide relates the experiences of one local government in requiring subdividers to dedicate land for park purposes.

Design and development of the acquired site are the last stages of master plan implementation. These responsibilities rest with the site planners, landscape architects, engineers, and park and recreation experts.

The Recreation Division of the Metropolitan Dade County, Florida, park system, is already meeting emerging recreation desires, like the current, growing one to learn and practice parachute jumping.

Planning



ACTION PLAN

Park, recreation, and open space needs cannot be fulfilled by haphazardly buying land and developing parks. Needs might accidentally be satisfied by such random actions, but public officials intent on serving the best interests of the community should leave nothing to chance. They should base action on comprehensive plans substantiated by competent analysis of facts. Before making decisions to spend public funds to buy a parcel of land, provide access, and develop its recreation potential, officials must be sure that such facilities are actually needed in the designated location. For guidance they look to the park and recreation plan.

Public Officials Should:

Instruct planning officials or park and recreation officials to develop a park and recreation plan that will identify recreation needs and demands of the jurisdiction and present methods of satisfying them. Because planners have population data and other basic information they are in a better position to dovetail the park plan with the comprehensive community development plan and coordinate it with the state outdoor recreation plan.

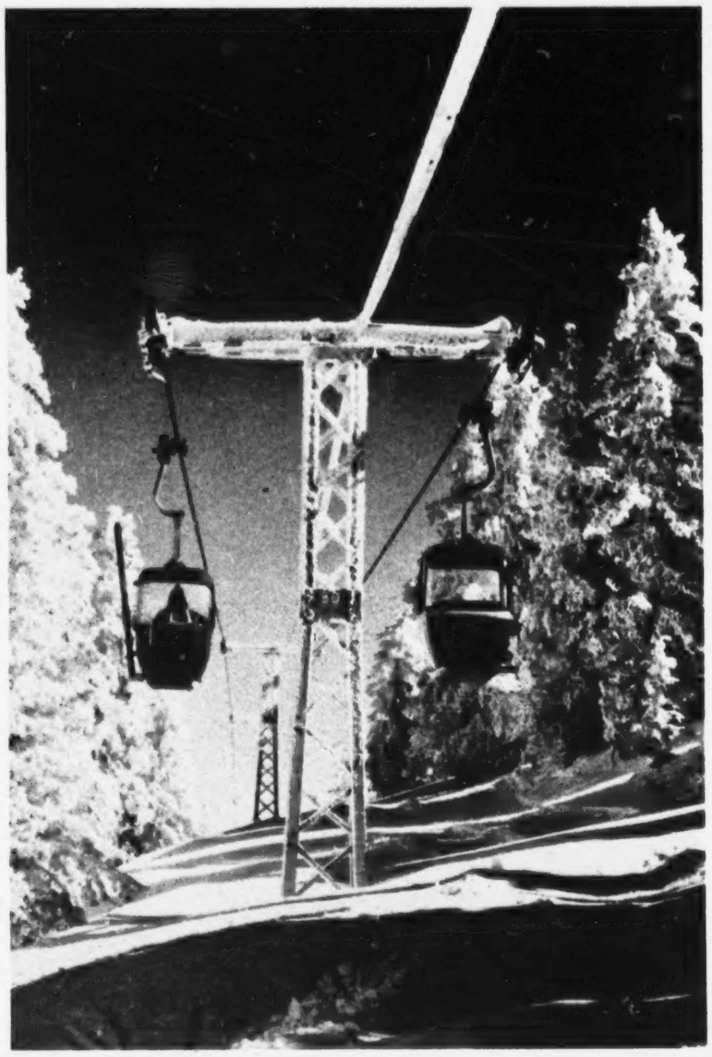
Encourage cooperation between planners and park and recreation officials by assigning a representative from each agency as a liaison to the other.

Hire consultants to assist in developing the plan if necessary.

Adopt planning principles and determine the year to which the plan will be keyed.

Study the topography and natural resources of the jurisdiction so parks and facilities can be satisfactorily related to the environment.

Collect and analyze material relevant to recreation demand. The most important factor contributing to demand is people. Study their characteristics, including, but not limited to, income, age, education, residential patterns, and



NATIONAL ASSOCIATION
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RESEARCH FOUNDATION
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Developed in cooperation with the
Bureau of Outdoor Recreation,
U.S. Department of the Interior

Community Action Guide
for Public Officials

Outdoor Recreation

2 LEGAL ASPECTS

THIS is one in a series of ten Community Action Guides designed to provide local elected and appointed policy-making officials and other community leaders with guidelines for establishing a comprehensive outdoor recreation program.

Our objective is to present in concise, non-technical form material that can be used by public officials who make the basic policy decision of how much money will be spent on recreation facilities and where parks will be located. We attempt to point out the importance of furnishing opportunities for outdoor recreation and to suggest methods of organizing a park and recreation department, developing an outdoor recreation plan, purchasing land, and performing related functions. The guides should be useful to administrators, park and recreation directors, county attorneys, planners, public works directors, and others who must deal with selected aspects of the total program. Community groups should also find them helpful.

Our information was obtained from first-hand interviews with officials in over 60 communities with successful programs. We attempt to pass on to like-minded officials the collective experience of these practical, action-oriented officials and civic leaders. To give community leaders an opportunity to study these guides and discuss the ways in which they can be used most effectively, we will hold thirty Outdoor Recreation Institutes throughout the nation in the next two years.

We cannot afford to abuse our natural environment, scar our scenic wonders, and destroy our historic sites. Densely populated metropolitan areas should not be devoid of open spaces and parks. If all Americans are to enjoy their precious heritage, every community must initiate a park and recreation program.

Bernard F. Hillenbrand
Executive Director
National Association of Counties
Research Foundation

Developed in cooperation with the Bureau of Outdoor Recreation, U.S. Department of the Interior

Time is running out
for the development of
enabling legislation which
will allow local governments
to preserve urban land for
open spaces and recreation.
Soon there will be no
open spaces to preserve.

Community Action Guides for Outdoor Recreation

2 LEGAL ASPECTS

Enabling Legislation

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Legal Aspects

PROVIDING parks and recreation facilities has been an accepted function of local governments for over a century. In 1853 New York City acquired 700 acres for Central Park, and a decade later Philadelphia acquired a site for Fairmount Park. In 1895 Essex County, New Jersey, became the first county to purchase a park site. Today local governments are expanding their function of providing parks and recreation programs. They are attempting to preserve a recreational environment not only by purchasing park sites, but also by restricting development of some areas and requiring subdividers to furnish neighborhood parks in new subdivisions.

The legal bases for local government activity in the field of parks, recreation, and open space are state enabling laws, local charters, and ordinances. These legal instruments authorize the type of agency the local government can establish to operate park and recreation systems. They also permit local governments to acquire land and spend public funds for land and buildings and for developing and operating facilities. Other powers are also granted, such as authority to join with other local governments to operate park and recreation programs.

Enabling Legislation

MOST STATE park and recreation enabling laws authorize local governments to establish, own, operate, and maintain park and recreation systems. Laws specifically empower local governments to acquire and develop necessary land and buildings, to create an agency to administer a park and recreation system, and to finance its capital improvements and operations.

Several organizational arrangements are available to local governments that want to establish an agency to administer the park and recreation system. One arrangement is the establishment of two separate departments: a park department in charge of acquiring, developing, and maintaining the parks, and a recreation department responsible for recreation programming. A second method, more current today, is the combination of both functions into a single park and recreation department assisted by an advisory board.

A third method is the creation of a park and recreation commission to staff and administer the system. Commissioners may be either elected to office or appointed by local elected officials. Another arrangement is the establishment of a special district with considerable fiscal and administrative independence from local officials.

Permissive State Law

Although most state enabling laws specify which type of administering agency can be established, a limited number of laws permit the local governing body to create the type of agency most suitable to the locale. For example, the North Carolina enabling statute (Chap. 160, Subchap. 1, Art. 12, §§157-160), applicable to cities, counties and towns, provides that local park and recrea-

State enabling laws should allow cooperative action like that undertaken jointly by Fresno County and California.

LOST LAKE
PUBLIC FISHING AREA
DEVELOPED BY
WILDLIFE CONSERVATION BOARD
DEPARTMENT OF FISH AND GAME
STATE OF CALIFORNIA
OPERATED BY
COUNTY OF FRESNO

Preservation of ancient, imposing sequoias, like this one in Santa Clara County's Mt. Madonna Park, needs to be ensured through state and local laws.

tion systems may be conducted as any other function of the local government is conducted. However, local elected officials are authorized to create recreation boards or commissions by ordinance or resolution if such appears to be in the best interests of the program.

Local elected officials should be granted flexibility to establish the type of agency which can operate parks and recreation programs most effectively and efficiently. They should have the authority to establish an agency which will be responsive to them and the needs of the people. Many local governing boards feel that park and recreation departments headed by a director whom they select and assisted by an advisory board are the most successful. For more information on organizational arrangements, see *Guide Number 3, Organization.*

Most local governments may acquire land and buildings for park and recreation purposes by negotiated purchase, donation and bequests, and lease. Most cities, and in some states, counties, may condemn land for park purposes. State park and recreation enabling laws may permit the local government to acquire land either in fee or with conditions. The local governing board may acquire the land and buildings or, in accordance with state law, the park and recreation commission may perform this function in the name of the local government. Methods by which land can be acquired are described at length in *Guide Number 8, Land Acquisition.*

Financing Authority

Money to finance park and recreation systems may come from a variety of sources. State enabling laws usually authorize local governments to appropriate such sums of money from the general fund as may seem necessary. Special taxes may also be levied in some states. The voters are asked to approve the levy in some states, while in others elected officials retain full taxing authority.

Georgia law (Georgia Laws of 1946 as amended 1964, p. 319) permits funds to be allocated from the general fund or to be raised by a special tax levied on all taxable property. A minimum of 10 per cent of the qualified voters of a municipality or county can petition the governing board to impose the tax. Then the issue must be approved by the voters before the tax can be levied. In the absence of a petition, the governing board may submit the tax question to the voters on its own initiative.

Most local governments have authority to issue bonds to finance capital improvements. As with special taxes, voters are usually asked to approve the issue, and a limit to bonded indebtedness is imposed by the state. Money is also received by grant, bequest, and donation. Fees and charges can usually be imposed on the use of special facilities, such as golf courses, and money can be raised by renting buildings in the parks. Most local governments may grant concessions and share the profits with the concessionaire. For more financial information, see *Guide Number 6, Financing*.

Some state park and recreation enabling laws empower school districts, municipalities, coun-

CASE STUDY
Polk County, Iowa

Not until 1955 did Iowa counties have the statutory authority to initiate their own park and recreation programs. The first attempt to obtain such enabling legislation was defeated by state legislators in 1937. The county park bill was subsequently redrafted and reintroduced in 1941, and in every following state legislative session until the County Conservation Law was enacted in 1955 (Iowa Code, Chap. 111A, County Conservation Law).

The County Conservation Law provides that upon securing a petition bearing more than 200 signatures, a county shall place on the ballot the question of creating a park and recreation program.

After obtaining voter approval, the county board of supervisors appoints a county conservation board consisting of five persons who have demonstrated an interest in parks and conservation. They serve staggered terms ranging from one to five years. This board, in turn, may appoint an executive director. Although the board is a policy-making body, final budgetary authority rests with the county board of supervisors. To finance park and conservation activities, the county board may appropriate money from the county general fund and levy an additional tax of one mill or less per dollar of assessed valuation of taxable real and personal property in the county.

In addition to providing for joint operation of programs with other levels of government, the enabling legislation permits a county to acquire property, both within and outside its territorial limits. However, the acquisition program of Iowa's county conservation boards hit a snag when it was found that the boards did not have the power of eminent domain. The problem was solved by amending the county section of the state code to give the county conservation boards the power to acquire land by eminent domain in the county's name.

Polk County, in which Des Moines is located, was among the first of the state's 98 counties to adopt the optional enabling legislation. (By 1966, 92 counties had created such conservation boards.)

Polk County decided to concentrate initial major efforts on acquiring land. Development of facilities would follow later. Since a special levy for parks and recreation was limited to one mill, it became apparent that the acquisition of large tracts of land might be particularly difficult. Consequently, the state code has been amended to provide for issuance of conservation bonds with the stipulation that they be paid for only from funds received from the permitted one-mill tax.

As of 1966, Polk County had acquired 2,600 acres for park and recreation programs. Although the conservation board may obtain land by exercising the power of eminent domain in the name of the county, it has not used this method. The board's executive director feels negotiation of the price of property is one of his prime responsibilities, and he directs the activity. Outside counsel and appraisers are retained in all acquisition proceedings.

Once the board of supervisors has approved the county conservation board's decision to purchase a particular piece of property, the question must be submitted to the Iowa Conservation Commission for final approval. The state commission has the responsibility of coordinating programs of all county conservation boards, as well as rendering such advice and assistance as its limited budget allows.

The Polk County Conservation Board's five-year development plan recognizes that taxes are lost when parkland is purchased and so the board strives to mitigate this situation whenever possible. A nearby county confronted with the same problem allowed a portion of one side of a lake to be developed for residential sites. This resulted in increased taxes which more than equaled the amount lost when 1,200 acres in the lake development were removed from the tax rolls for parks and recreation.

Under the state enabling law, the Polk County Conservation Board has the power to establish rules and regulations governing park areas, but it possesses no enforcement authority. The statute also provides that the county conservation board's executive officer be designated a peace officer with the authority to deputize other board employees; however, the lack of enforcement powers virtually negates any meaningful use of the statutory authority. Currently an effort is underway to amend the state law to provide enforcement powers.

The Polk County Conservation Board must coordinate its activities with two other major agencies within the county — the City of Des Moines Park Board and its Recreation Commission. Both bodies are independent and have their own advisory boards. Only an informal coordinating arrangement has so far evolved between these three agencies, although as the county conservation board's land acquisition program expands, the need for cooperation will increase. The conservation board already works with other public agencies to acquire land and easements.

ties, and other units of local government to join with each other to establish, own, operate, and maintain park and recreation systems. For example, the North Carolina law previously cited permits any two or more units of local government to join forces in providing recreation facilities. The expense of the joint operation is apportioned among the participating governments. The Iowa law (Code of Iowa, Chap. 111A) which authorizes the creation of county conservation boards also permits them to cooperate with appropriate state and federal departments and agencies as well as cities, towns, villages, and other county conservation boards to establish and maintain park and recreation systems.

Authority to plan and operate park systems jointly is especially important to local governments in metropolitan areas encompassing many political jurisdictions, where the citizen demands of one jurisdiction are often felt by adjacent local governments.

Charters

Cities and counties operating under home rule charters have the authority to establish and operate park and recreation systems under their general power to promote the welfare, safety, health, peace, and morals of citizens (in other words, the police power). Charter provisions related to parks and recreation usually call for creation of a park and recreation department, provide for appointment of a director of parks and recreation and an advisory board, and outline duties of both the director and the board. A few charters vest the authority to establish, develop, and maintain the park and recreation system in an administrative board, which in turn selects the head of the park and recreation department.

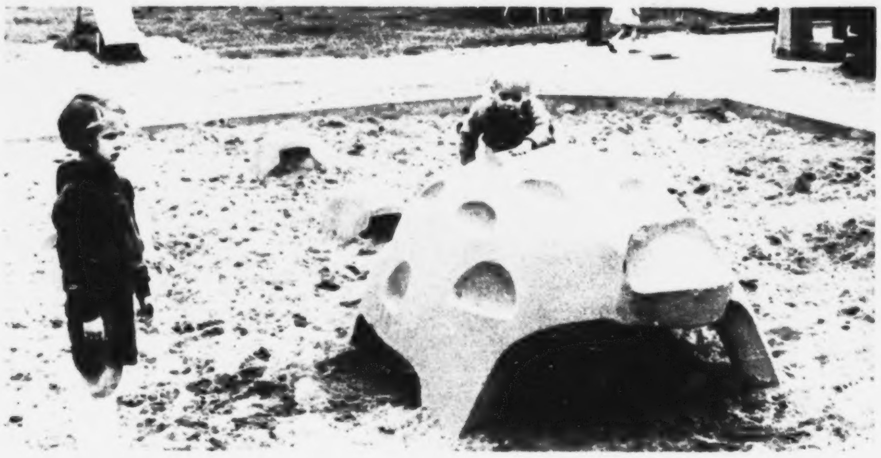
Many charters require that the person selected to head the park and recreation department meet certain educational and professional qualifications. For example, the charter of the City and County of Honolulu, Hawaii, adopted in 1959, states that the park and recreation director "shall have had a minimum of five years of training and experience in a parks and recreation position or related fields, at least three years of which shall have been in a responsible administrative capacity." While such charter provisions prevent officials from appointing friends who may not be qualified, they may be overly restrictive and exclude qualified persons who have training and experience in fields other than parks and recreation. Charter provisions regarding qualifications of the park and recreation director should encourage professionalism while remaining flexible.

The C & O Canal runs through the National Park Service's Great Falls Park in Montgomery County, Maryland.

Ordinances

Local governments acting under state enabling laws can also create park and recreation departments, advisory boards, and administrative boards by ordinance. Like charters, ordinances usually indicate the manner in which the park and recreation director, advisory board, and/or administrative commission are selected and outline their duties and responsibilities.

Many ordinances permit the park and recrea-



Modern, inventive playground equipment stirs the imagination of small children in a Washington, D. C. playground.

tion director or the administrative commission to pass regulations and rules pertaining to use of parks and recreation facilities. Typical rules indicate speed limits to be observed in parks, closing hours of facilities, and types of conduct which are prohibited. Because the park and recreation director, commissioners, or other park and recreation officials are most familiar with the regulations needed to operate a safe, litter-free park system, they should be given the authority to pass such rules and regulations. Then the local governing board is relieved of duties more appropriately carried out by other officials. Rules enacted by park and recreation officials may be reviewed by the local governing board.

Park rules and regulations may be enforced by the local police force or by park and recreation department police. Because law enforcement is the primary function of police departments, they should be assigned the responsibility for safeguarding parks.

Local Legal Tools

MANY local officials are exercising their power to zone and enact subdivision regulations to achieve park, recreation, and open space objectives. In many areas, cluster zoning ordinances and subdivision regulations that require dedication of park sites or cash payment in lieu thereof have been enacted to establish neighborhood parks in new subdivisions. Intensive development of flood plains is being restricted in an effort to conserve natural resources, to eliminate staggering annual financial losses, and to preserve open spaces suitable for recreation. Scenic easements are being purchased to prevent some property owners from destroying the beauty of their land by constructing billboards, stripping the land of trees, and permitting undesirable commercial developments.

Many local governments in suburban areas are attempting to enhance the environment by passing agricultural zoning laws with tax advantages designed to preserve farmland from being subdivided. Officials hope to save this open space on the fringe of highly developed areas in order to offer urban dwellers a respite from the tall buildings and rows of houses that make up the urban environment.

Cluster or Density Zoning

Local officials are taking steps to preserve open spaces in new residential areas by enacting cluster or density zoning ordinances. The cluster zoning ordinance establishes an overall density for the area, usually in terms of acreage for each dwelling unit, but allows the developer to reduce the lot sizes and group homes as long as the overall density is maintained. One section of the tract may be developed at a high density, with the remaining portions developed at a lower density, or all development may be centered in one section with the remaining open space preserved for park and recreation purposes. Ordinances stipulate whether the open space is to be retained in private ownership or to be dedicated to the city or county.

Both the community and the developer reap aesthetic, recreational, and economic benefits from cluster developments. Subdividers are permitted to make the best use of the land by building only in the most suitable areas. They can take advantage of natural features, such as land contours, streams, and trees, and locate the houses so they will blend in with the environment rather than clash with or destroy it. Less money may be spent on streets and utilities, thus trimming the costs of the developer and the potential homeowner.

Residents can enjoy both the privacy of a small yard which does not require hours of maintenance, and the large, common open spaces which can be developed into play areas.

Local government officials find cluster developments an easy way to preserve adequate open space at no initial cost to taxpayers. In Reston, Virginia, a 7,000-acre planned community located 18 miles from Washington, D. C., 42 per cent of the land was set aside for public use by the developers. Lakes, golf courses, swimming pools, parks, woods, tennis courts, and other recreation facilities were developed on the land. Cluster developments may also be less expensive to service and may yield high tax revenues.

Frederick County, Maryland, amended its zoning ordinance to provide for cluster developments (sometimes called planned unit developments) in 1964 (Amendment of Zoning Ordinance on Planned Unit Development and Land Use Intensity, 1964). The purpose of the zoning amendment is to permit flexibility in planning new subdivisions which will result in:

1. A maximum choice in types of environment and living units available to the public;
2. Open space and recreation areas;
3. A pattern of development which preserves trees, outstanding natural topography, geologic features, and soil stability;
4. A creative approach to the use of land and related physical development;
5. An efficient use of land resulting in smaller networks of utilities and streets, thereby lowering housing costs;

Pedestrian walkways in Cumbernauld New Town, near Glasgow, Scotland, are one of the innovations creative architects have devised when freed from archaic land use restrictions.

6. A stable environment in harmony with surrounding development;

7. A more desirable environment than would be possible through strict application of other sections of the ordinance.

The county planning commission evaluates all plans for cluster developments in accordance with the following conditions:

1. The tract for the project must comprise not less than ten acres.

2. The standards for maximum floor space permitted and for minimum recreation space, outdoor living space, open space, and parking space must be related to a land use intensity rating (LUI) as established by the Federal Housing Administration.

CASE STUDY

Nashville-Davidson County, Tennessee

The creation of the Metropolitan Government of Nashville-Davidson County, Tennessee, in 1962 brought about a metropolitan system of parks and recreation.

Prior to that time, Davidson County had been without either a parks or recreation program. The City of Nashville, with which Davidson County consolidated, had been operating a park and recreation program under the direction of the Board of Park Commissioners, a body created by the Tennessee legislature around the turn of the century. The board was self-perpetuating and autonomous from Nashville, with the exception that a percentage of the city's tax revenue was allocated by law to support the board and its activities.

The Metropolitan Board of Parks and Recreation, composed of seven members who serve without compensation, was established under the new metropolitan charter. Five board members are appointed by the county mayor and confirmed by the Metropolitan Nashville-Davidson County Council. One member is selected by the Planning Commission from its own membership, and another from the school board membership. Under the metropolitan system the new department is in a better position to coordinate its activities with the school and planning agencies.

Enabling legislation for the new board authorizes it to formulate a policy for the park and recreation system, promulgate rules and regulations, and otherwise supervise, control, and operate the system. The board also has the power to employ the director of the department. The Metropolitan Council, however, retains final authority with respect to the budget, land acquisition, and acceptance of gifts. However, the Metropolitan Board of Parks and Recreation does make a recommendation on even these subjects.

Once established, the new department proposed exploring the possibilities of developing a joint school facilities and recreation parks and playgrounds program. Under this program, similar to others across the country, public school facilities and recreation parks and playgrounds would be used jointly, bringing about improved land utilization and more comprehensive education and recreation programs. Prior to this time, Davidson County's school, park, and recreation sites were being purchased, developed, and operated separately.

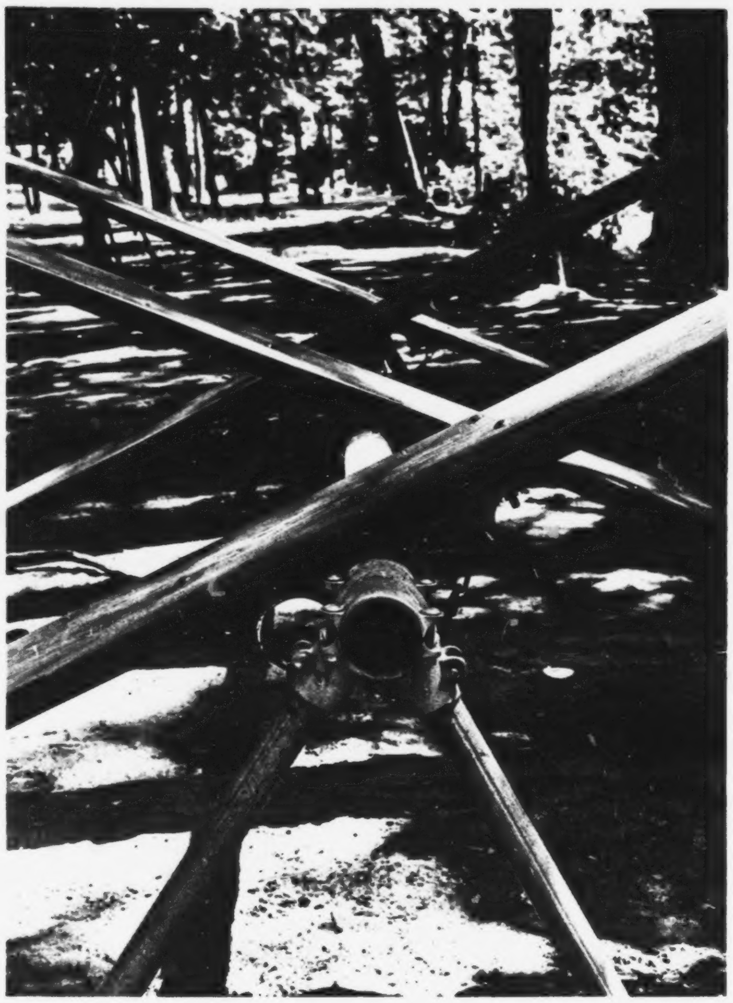
The result of this proposal was the negotiation of an understanding between the Metropolitan Board of Parks and Recreation and the Board of Education. The agreement set forth a combined, coordinated recreation program utilizing the resources of both departments, including the joint sharing of such items as personnel, supplies, material, equipment, maintenance, costs and fees, and insurance.

The Metropolitan Board of Parks and Recreation has no problem with regard to whether special types of employees may be utilized. The Neighborhood Youth Corps program has enabled the metropolitan government to engage as many as 345 young men to improve the county's overall park and recreation facilities.

The question of tort immunity is of concern to the metropolitan government as it is to agencies in other jurisdictions where the doctrine of governmental immunity has been eroded by court decisions. This liability factor is particularly acute in view of the number of programs the department operates. These include 19 community citizen centers, a program for mentally retarded children, and the bussing of children to various summer recreation areas. The department requires a liability waiver from the parents of the children being bussed.

The department has acquired its park and recreation land by such methods as gifts, outright purchases, participation in the federal open space land program, and leasing arrangements. Among the more interesting are 25-year leases obtained from the Army Corps of Engineers for beach areas adjacent to lakes, created as a by-product of corps activities. In addition, the department has obtained similar leases for private property owned by a large manufacturing company with land adjacent to the beach area.

Department enabling legislation providing for police protection specifically authorizes the board to evaluate all personnel to be designated as "special police" by the metropolitan chief of police. Such policemen are limited in jurisdiction to activities within parks, playgrounds, and other recreation areas. The authorization specifically provides that regular metropolitan police are not prohibited from exercising jurisdiction within the same areas.



Minimum development is the theory at this park, where teeter-totters have been slipped into a wooded area.

3. The proposed project must constitute an environment of sustained desirability and stability and be in harmony with the character of the surrounding neighborhood.

4. The project must conform with the policies and goals of the Comprehensive Development Plans.

Cluster zoning ordinances should indicate whether open space is to be retained and maintained by private organizations or by the government. Three methods of ownership and maintenance have been used in this country with varying degrees of success. In New Jersey, open space is dedicated to the local government for operation and maintenance. In other states, a special district whose boundaries correspond to those of the development is created to own and maintain the property, or a nonprofit homeowners' corporation is created to perform this function.

The Frederick County ordinance provides for the formation of homeowners' associations to improve, operate, and maintain common open space and facilities, including recreation facilities. Each lot owner and/or homeowner in the planned unit is automatically a member and must assume a proportionate amount of the organization's expenses. If the charge is not paid, it becomes a lien against the property.

The Federal Housing Administration and the Urban Land Institute encourage creation of homeowners' associations. However, the Institute of Governmental Studies of the University of California at Berkeley has analyzed the various methods of ownership and encourages public ownership of the common open spaces for four reasons.

First, the larger community interest can be safeguarded from the start if common facilities are controlled by the government. Second, the superior fund-raising capabilities of local government will probably prove most helpful in later years when the costs of maintaining, replacing, or enlarging the common facilities may soar. Third, early public dedication would make the common properties tax free. Fourth, appreciation in the value of the properties would accrue to the entire community.

Cluster development is one solution to the problems created by a growing, sprawling suburbia composed of large lots which are expensive to service and provide only a small amount of functional open space.

Land Dedication in Subdivisions

In many cities and counties, local officials are adopting ordinances which require developers to dedicate a portion of new subdivisions as permanent open space or make a cash payment in lieu of dedicating the land. Such ordinances are predicated on the grounds that each subdivision increases the demand for open space and recreation areas, and each subdivider should be required to furnish open space for the community in relation to the need he creates by building homes. Most major cities require subdividers to install streets, sidewalks, and other community improvements for the same legal reasons. Theoretically, the developer recovers the monetary loss of contributing land or money by raising the price of his homes. Thus, the homeowners who will benefit most from the open space ultimately pay for it.

A few court decisions have been rendered on the constitutionality of state laws and local ordinances which require or permit dedication of land or a cash payment. The general trend is to uphold laws and ordinances demanding dedication of land, but to strike down requirements for a cash payment unless the law stipulates that the money be used to buy park sites in or adjacent to the assessed subdivision.

Ordinances requiring dedication of land for park purposes should indicate the amount of land to be dedicated, its location, and degree of improvement. Most laws now demand dedication of an average of 5 per cent of the total acreage; however, the amount of open space should be related to the density pattern of the subdivision. The Baltimore County, Maryland, ordinance relates the acreage demanded to the density of development and establishes 20,000 square feet as the minimum and three acres as the maximum open space to be required. Within this range the percentages of land required are shown in the accompanying table.

The ordinance should include specifications concerning the location of the open space to prevent developers from dedicating land ill-suited or improperly located for park and recreation purposes. Developers should work with the local planning department to select areas centrally located or convenient to all future residents.

DENSITY AND ACREAGE ALLOCATION

Baltimore County, Maryland

Type of dwelling unit	**Per Cent Allocation to Open Space**
(10,000 sq. ft. lots)	3
1-Family (6,000 sq. ft. lots)	5
2-Family (10,000 sq. ft. lots)	6
2-Family (8,000-9,200 sq. ft. lots)	8
Group House (2,000-5,000 sq. ft. lots)	12

Upper Rock Creek Park slices through high-density areas near Washington, D. C. In effect, it is a regional park in-town.

In New Castle County, Delaware, county planners and park and recreation officials work with developers to select park sites before a plat is submitted to the county for approval. Harry Feldman, author of *Parks and Recreation Land Requirements in New Subdivisions and Replattings,* recommends that the dedicated land be located in the center of the subdivision with easy access to all residents. If the subdivision is large, two or more parcels may be required. Each resident should have access to a park not over a mile from his home.

The ordinance should also indicate the responsibilities of the developer to improve dedicated open space. Because subdividers are usually asked to pave streets, supply curbs, gutters, and sidewalks, and make other improvements, it seems reasonable to require minimal improvement to the future park site. However, if the local government accepts raw land, it should be prepared to develop it within a reasonable period of time.

Ordinances calling for dedication of land or cash payments in lieu thereof should clearly identify the basis for evaluating the property. To ensure sufficient funds to buy adequate park space, the local government should require by ordinance that payments be based on valuation of developed land after it has been platted and subdivided.

The ordinances should also assure the subdivider that his cash payment will be used to provide facilities near the subdivision.

In 1965, the California legislature enacted legislation (AB 1150, Section 11546 Business and Professional Code) which authorizes cities and counties to require subdividers to dedicate land or make cash payments in lieu thereof. It also authorizes local governments to purchase neighborhood park sites outside subdivisions. (See Los Angeles case study.)

CASE STUDY

Los Angeles County

Big, bustling Los Angeles County is currently analyzing a 1965 California law (AB 1150, Section 11546, Business and Professional Code) that authorizes cities and counties to acquire parkland by a method considered legally controversial in many states. The state law empowers cities and counties to acquire by ordinance the dedication of land, cash payment in lieu thereof, or a combination of both as a condition for subdivision map approval.

In cooperation with the Los Angeles County Division of the California League of Cities, county park and recreation officials are attempting to answer some vital questions before deciding to adopt an ordinance under the enabling law. Their questions and answers include the following:

Q. Should local government have an option of accepting the dedication of land or a fee? **A.** In California's case, the answer is "yes," except for subdivisions of less than 50 lots where the builder has a right to pay a fee if he chooses. For subdivisions of over 50 lots, a combination of land and fee can be required.

Q. How is the fee determined? **A.** In Los Angeles County the fee is based upon the value of the land required.

Q. How is the amount of land required to be dedicated determined? **A.** The ordinance implementing the enabling legislation must set up standards to provide for a determination of the percentage of the subdivision to be dedicated. Additionally, the local government must have adopted a general recreation plan containing recreation land requirements.

Q. May fees be used for developing, as well as acquiring, land? **A.** California law permits fees to be used for development of facilities which would serve basically local needs, such as swings, slides or wading pools. However, it is not the intention of the law to include improvements designed to serve large numbers of people residing outside the immediate area of the park.

Q. Must the land or recreation facility be located within the subdivision? **A.** California law permits the location of the facility outside the subdivision if it is designed for local use and is close enough to the subdivision to permit use by its residents.

Q. Is there a requirement relating to when the park or recreation facilities acquired will be developed? **A.** Yes; however, the requirement only needs to specify when development should commence. Such initial development can be minimal.

Q. Are industrial subdivisions exempt from the local ordinance permitted by the enabling legislation? **A.** Yes.

Q. Should a local government give credit for land a developer proposes to maintain as permanent open space within his subdivision for the use of its residents? (Such private recreation facilities within large developments often have the desirable effects of reducing the demand for local public recreation facilities.) **A.** It is suggested that if credit for such land is given, the developer be required to guarantee that the private recreation areas will be maintained permanently. This means that building and use rights for other than recreation purposes must be relinquished and a "successor in interest" (a condominium or home association) be created by covenant or other legal procedure. This can be accomplished as part of the subdivision's proceedings and approval.

Although the county board of supervisors abides by the policy of acquiring and developing regional parks primarily, it also provides community facilities in unincorporated areas. If a neighborhood park is subsequently annexed by a municipality, the park is turned over to that municipality in fee title without remuneration. However, the transferred park must be retained as a public recreation facility.

Montana has passed a law (Section 11-602, Revised Codes, 1947) enabling local governments to require that at least one-ninth of a platted area exclusive of streets, alleys, avenues, and highways be dedicated forever to park and recreation purposes. A Loudoun County, Virginia, ordinance requires 12 per cent of a 60-acre subdivision to be devoted to public use. If the tract is within a mile of another subdivision of 60 or more building sites, the same rule applies. After 60 per cent of the sites have been sold, the county has a three-year period to develop parks. If the local government does not develop the land, it reverts to the subdivider.

Regulation of flood plain development can prevent this kind of costly damage to residential areas and their residents.

Local governments in California, Colorado, and New York require developers to dedicate park sites or make a cash payment sufficient to finance public acquisition of land. This device is particularly useful in small subdivisions where the application of mandatory dedication requirements would yield sites too small to be functional. Colorado Springs, Colorado, has successfully required dedication of land or payment in lieu thereof since 1950. (See case study.)

Regulation of Flood Plains

In an effort to conserve natural resources, preserve open space, minimize flood damage to private and public property, and reduce expenditure of private and public funds for flood control and rehabilitation projects, some cities and counties regulate the use of flood plains. Park and recreation complexes, both public and private, are permitted on the flood plain, but intensive urban development is prohibited.

One widely accepted method of preventing damage due to floods is to enact a flood plain zoning ordinance restricting the development of the area designated by soil analyses and maps as being within the flood hazard zone. Such an ordinance was passed in Lake County, Illinois (Lake County Zoning Ordinance of 1939, amended, 1964). It was designed as follows:

1. To avoid or lessen hazards to persons or damage to property resulting from accumulation or runoff of storm and flood waters.

2. To protect stream channels from encroachment.

3. To maintain capacity of the flood plain to retain flood waters.

4. To provide for development of flood plain lands with uses not subject to severe damage by

CASE STUDY

King County, Washington

King County, Washington, is authorized to establish a park and recreation department by state law (Chapter 94, Laws of 1949, RCW 36.68.00). In addition to the usual provisions enabling the county to acquire, develop, and maintain parks; operate recreation programs; and establish a park and recreation board, the statute contains two provisions which are less common. One pertains to membership on the park and recreation board. The other pertains to financing land acquisitions and capital improvements.

Under Section III of the state law relating to parks and recreation the county superintendent of schools is one of the seven members of the parks and recreation board. Other members are appointed by the county commissioners for six-year terms and serve without compensation. The superintendent's position on the board, plus the proximity of his office to that of the park and recreation department, facilitates cooperation between these two agencies. They both work closely with a third agency, the county planning commission.

For county residents this cooperation means more efficient use of land and tax dollars and better coordination of recreation programs. Recreation activities conducted in neighborhood schools are within convenient traveling distance for participants.

When construction of a new school is proposed, the director of parks and recreation is notified and works with the planning commission and school board in selecting the location of the future building and park. Land on which the school is to be built is purchased by the school district; adjacent parkland is purchased by the county.

A contract signed by representatives of both agencies gives the park and recreation department authority to use classrooms and certain athletic and recreation facilities after school hours. A member of the park and recreation staff supervises the activity. The school district is reimbursed for the cost of the custodian and utilities. In return, students play in adjacent parks during recess.

Use of schools eliminates to some extent the need for recreation centers. Some centers are built in relatively sparsely populated areas of the county, but in highly developed subdivisions, schools serve a dual role.

The second unusual provision of the state enabling legislation authorizes the county to establish a revolving fund to finance capital improvements. The necessity for such a fund developed because of the nature of the parks and recreation budget. All monies allocated to the department for salaries and wages, operation and maintenance, or capital outlay revert to the county general fund if unspent by the end of the fiscal year. The need for a cumulative capital improvement fund was apparent if master plans were to become reality. Thus, the revolving fund, financed by the sale of bonds and state and federal grants, was created.

Sites purchased with monies from the fund may be paid for over a period of several years. The county contracts with the landowner and agrees to pay a particular sum each year until full title is acquired.

Since this fund was established, the department has been able to implement those sections of the master plans calling for acquisition and development of park sites. All of the sites recommended for purchase in the 1966 plan — three parks with a combined acreage of 210 acres — are now owned by the county.

flooding and compatible with other uses permitted in various zones.

5. To permit only uses and improvements on flood plain lands that are not hazardous during flood periods.

6. To avoid creation of new flood problems.

The basis of all flood plain zoning ordinances should be the degree of flood hazard as determined by soil analysts. They can ascertain frequency of floods, precise area affected, approximate length of time the land was inundated, and depth of the flood waters.

The Lake County ordinance was based on information obtained when the U. S. Geological Survey studied the county to determine the precise area affected by the highest flood on record. The high water mark was recorded on maps and defined as the flood base elevation. The area within the flood plain was then identified as that "continuous area adjacent to a lake, stream, or stream bed, the elevation of which is greater than the normal water level or pool elevation, but equal to the flood base elevation."

The Lake County ordinance permits only non-intensive, non-urban development on the flood plain. Among the many activities permitted are several related to recreation, such as camping, planting of flower gardens, and picnicking. Boating facilities may also be erected.

The Metropolitan Planning Commission in

Portland, Oregon, suggests other methods of curtailing development of flood plains. Developers can be encouraged to set aside permanent open space areas within the flood plain and be permitted to cluster homes on higher ground, leaving lower areas as common open space. Building codes can be amended to require special construction methods on buildings within the flood plain. These methods would include prohibiting construction of basements below the flood base elevation, requiring check valves to be provided in sewer pipe outlets from the building, requiring buildings to be firmly anchored to their foundations so they will not float away during a flood, and prohibiting on-site sewage disposal methods.

The commission recommends two other means of conserving flood plains from intensive development. First, the government can purchase portions of the flood plain for recreation purposes, such as a golf course. This practice might retard urban development. Second, as a matter of policy, cities and counties may refrain from installing or expanding utility lines to properties within the flood plains.

River banks often make superb parks. Sacramento County, California, is developing a model parkway along the American River (see case study in Guide 8). Milwaukee County, Wisconsin, owns 5,000 acres of land abutting streams, most of which will be devoted to recreational use. Johnson County, Kansas, and Jackson County, Missouri, are engaged in similar projects.

CASE STUDY

Colorado Springs, Colorado

Colorado Springs, with its 150,000 residents, is the largest city in El Paso County, Colorado, and is located at the eastern foot of the Rocky Mountains.

A charter convention, authorized by the Colorado Constitution, gave the city the power to create the parks and recreation department. The charter states, "The City Council shall by ordinance provide for the establishment of a Department of Parks and Recreation which, subject to the control of the Council, shall have supervision and management of all parks, parkways and recreation facilities of the City." Since the charter provides home rule powers, it is unnecessary for the city to request special legislation from the state to provide park and recreation programs and facilities.

Originally, the city council created a Department of Improvements and Parks to administer the functions of both a public works department and a parks and recreation department under a single director. In 1955, however, under a charter amendment adopted by a referendum, the city dissolved the Department of Improvements and Parks and divided its powers between two new departments. In 1956 the Department of Public Works and the Department of Parks and Recreation began operating independently.

In addition to prescribing the organization of the Department of Parks and Recreation and the duties and responsibilities of the director, the amendment created a Board of Parks and Recreation to serve in an advisory capacity to the director and to review his proposed budget. The amendment also granted the department exclusive powers to manage, operate, and control all park and recreation facilities within the limits of the city and city-owned areas within El Paso County.

The department is authorized by the charter amendment to manage and control all real and personal property gifts accepted after approval by the elected governing board. One of the real property gifts owned, maintained, and operated by the department is Cheyenne Mountain Park in the Rocky Mountains.

The Colorado Springs Department of Parks and Recreation is permitted under the charter to enter agreements with the local school board and with other public and private agencies to provide park and recreation facilities and activities. Under an agreement with a nearby resort hotel, the department uses the hotel's ice-skating arena regularly.

An outstanding feature of Colorado Springs' enabling legislation is a subdivision ordinance requiring land developers to deed 4 per cent of their parcels of land to the city for parks and recreation use. When the ordinance was adopted in 1950, it stipulated that 5 per cent of new subdivision land area be deeded for park use. This percentage was raised to 8 when the council amended the ordinance to provide land for schools. In 1959, separate provisions were made for schools so that each agency would receive an equal amount of land — 4 per cent of each parcel.

After the developer offers 4 per cent of his parcel, the Department of Parks and Recreation has the discretion to accept the land or cash in lieu of the land. If agreement cannot be reached between the city and the developer, the case can go to arbitration. In most cases the city tries to acquire land instead of cash because the method for computing the cash value places the city at a disadvantage.

Regulations are needed for such rapids areas as this section of the Potomac River. Otherwise, accidents may result in liability claims against the government.

Local officials realize that it is neither possible nor desirable to purchase all the land which should be retained as open space or in a predominantly natural condition. By purchasing scenic easements and passing agricultural zoning ordinances, local officials can restrict the development of private property. Even though this private property cannot be used by the public for recreation purposes, its open, natural character adds to the recreational environment.

Agricultural Zoning

Tax policies hinder efforts to preserve open space. Local officials recognize that governmental tax policies contribute to the sale of farm land for development. Farm land on the fringe of the metropolitan area usually rises in value as urban development expands. This increase in value does not reflect an enhanced quality of land for farming, but is based on the potential of the property for subdivision. Assessors, who evaluate property according to market prices, raise assessment rates. When this occurs, farm land is actually taxed on its potential for subdivision instead of for agricultural use. Confronted with higher taxes and the subdividers' pressure, the farmer yields and sells.

Agricultural zoning laws coupled with preferential tax assessments are designed to solve this problem. The intent of such zoning ordinances is to protect the genuine farmer without subsidizing the land speculator. At the farmer's request the government zones and assesses his property for agricultural uses exclusively. The owner agrees to cultivate the land. If incompatible uses are introduced, the tax advantage is rescinded and back taxes are collected.

California law penalizes violators by demanding taxes equal to the difference between the amount paid under agricultural zoning assessment and the sum which would have been paid if land had not been so zoned on the seven preceding lien dates. Interest on back taxes is also charged. (See Santa Clara County case study, *Guide Number 1, Planning.*)

In an effort to preserve the scenic qualities of land in private ownership, many local governments purchase scenic easements from property owners. When the government buys such an easement, it imposes certain limitations on the right of the owner to develop the property. For example, when a scenic easement is purchased the owner may retain the right to farm his property and agree to preserve the open character of the land, but he may forfeit the right to erect billboards. Thus, the beauty of the landscape is not marred, and the objective of the local government is met. A more complete discussion of easements is included in *Guide Number 8, Land Acquisition*.

Legal Liability Protection

IT IS the responsibility of local governments to act under authority granted by enabling legislation or charter to provide parks and recreation programs. However, certain risks are inherent in furnishing this service to citizens. Some accidents are inevitable. The local government is responsible for protecting the general public against such injuries. When an accident occurs due to the negligence of a playground supervisor, maintenance man, or other public employee, the government should be held accountable. Public officials should be aware of legal action that can be taken by those who sustain injuries while using public parks and should strive to prevent accidents.

What Kind of Function?

Although there are decisions in about half the states suggesting that cities and counties are immune from lawsuits for injuries sustained on public property — including those involved with recreation activity — the old common law doctrine of governmental immunity is changing. Increasingly, state statutes and court decisions are imposing liability, at least to a limited degree, on local government.

In some states, immunity may still apply to a recreation function for which no admission is charged and which can be labeled a "governmental" function rather than a "proprietary" one. Governmental functions, in general, are those pertaining to matters of public health and safety, while proprietary functions are those similar to activities carried on by private individuals or corporations.

Some statutes exempt local governments even though admission is charged. A New York statute relieves counties from liability for injuries caused by ice in parks.

A county is more likely to be granted immunity if facilities are open to the public free of charge. Immunity is more likely to be denied when the county has made admission or use charges, or when it has operated the facility at a profit, thereby giving it proprietary characteristics. Raleigh County, West Virginia, which operated recreation facilities at a lake on a commercial basis and at a profit, was held liable in tort for renting a defective boat which resulted in a drowning.

Some counties are liable for the functions they voluntarily assume, and are immune when the activity is imposed upon the county by state law. But a number of statutes make counties liable for injuries resulting from the dangerous or defective condition of county properties, or negligent operation of facilities.

Negligence and Reasonable Care

Liability is being imposed for holes in sidewalks, slippery pond and river banks, underwater rocks and shoals beneath diving boards, and stones beneath swings. Injuries resulting from such defective conditions are apt to occur no matter how effectively the public agency maintains the park.

If no immunity exists, the basis for liability is the common law standard of reasonable care. Generally, judicial determination of what duty of care a public agency owes the users of recreation facilities, and whether that standard was violated and was a cause of injury will determine liability.

Thus, absence of supervision will not cause a local government to be liable unless a duty to supervise exists. Lack of supervision is a question of fact to be determined by the court. If the supervisor's standard of conduct does not measure up to the standard of reasonable care the public may be held liable. Recreation directors are generally found negligent for negative instead of affirmative action. Failure to prevent riding of bicycles in a children's play area is an example of negligent inaction.

Cities and counties which own parkland and which sponsor diverse recreation programs are exposed to great liability risks. Steps should be taken to prevent accidents at park sites. Safety committees can be established to disseminate literature and conduct education programs. Care should be taken in constructing, maintaining, and repairing equipment and play facilities. Periodic inspection is imperative. Accident-prone areas should be carefully supervised. The desirability of purchasing insurance should be evaluated carefully in some states, such as Idaho, North Carolina, and Kentucky, where such a purchase is a waiver of existing immunity. There is no waiver in the majority of states.

The above variations of potential liabilities for local governments operating park and recreation programs should alert officials to the need for obtaining an adequate appraisal from competent legal counsel about the particular immunities, laws, and potential liability within the jurisdiction. Local officials should be familiar with laws in their jurisdiction pertaining to the following:

1. Limitations upon any immunity granted, i.e., liability for "proprietary" functions;
2. Court interpretations of "reasonable care" with regard to governmental activity;
3. The effect of purchasing insurance coverage on immunity status.

Legal Aspects
ACTION PLAN

The legal authority to provide parks and recreation programs is the foundation on which an effective program is built. Local officials should be equipped with the necessary legal powers, and they should exercise them.

Public Officials Should:

Examine their existing legal authority.

Ensure their authority to create an agency to administer the park and recreation system and outline the agency's duties and responsibilities. The agency should be responsible to the elected officials of the local general purpose unit of government.

Ensure their authority to acquire land, buildings, and facilities by purchase, lease, donation, and bequest.

Ensure their authority to dispose of and exchange lands.

Ensure their authority to tap several sources of revenue, such as bonds, taxes, general appropriations, fees and charges, concession arrangements, and state and federal assistance programs.

Ensure their authority to make cooperative agreements with other agencies.

Ensure their authority to require the dedication of open spaces in new subdivisions or cash payment in lieu thereof.

Ensure their authority to restrict intensive, urban development of flood plains.

Ensure their authority to enact agricultural zoning and scenic easement ordinances.

Take the necessary steps with the state legislature to secure authority which is lacking and cannot be established by independent local action. Preferably, this authority should be in the form of a general grant of home rule power or specific enabling legislation.

A secluded picnic pavilion extends out over the water in Howard Park, operated by Pinellas County, Florida.

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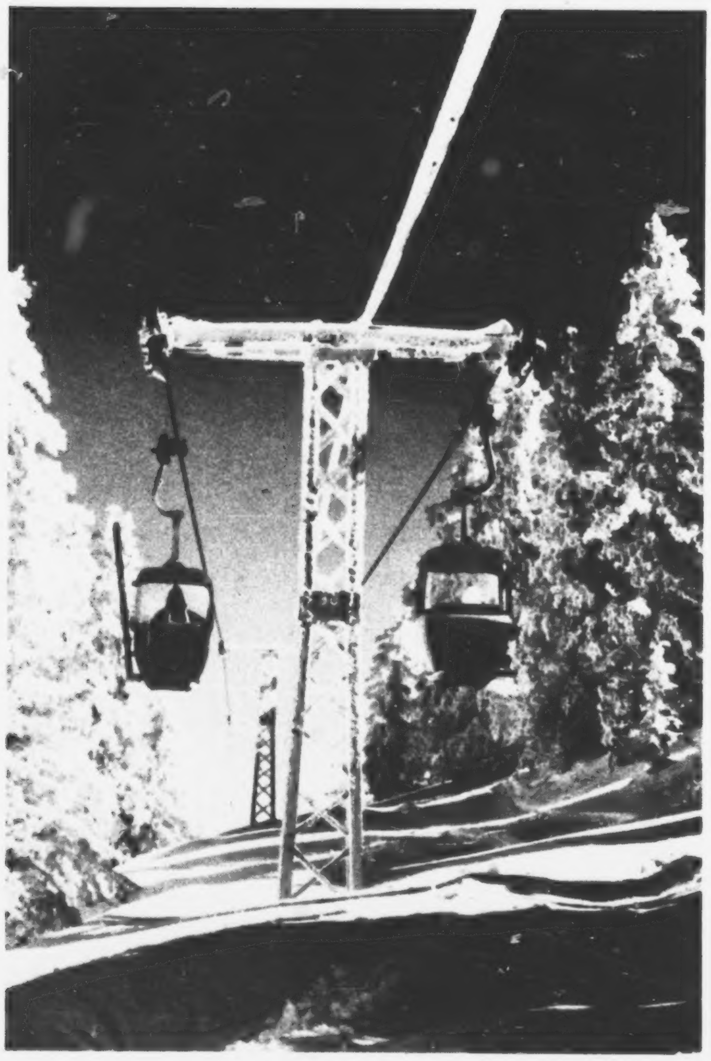

NATIONAL ASSOCIATION
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Developed in cooperation with the
Bureau of Outdoor Recreation,
U.S. Department of the Interior

Community Action Guide
for Public Officials

Outdoor Recreation

3 ORGANIZATION

BC003

THIS is one in a series of ten Community Action Guides designed to provide local elected and appointed policy-making officials and other community leaders with guidelines for establishing a comprehensive outdoor recreation program.

Our objective is to present in concise, non-technical form material that can be used by public officials who make the basic policy decision of how much money will be spent on recreation facilities and where parks will be located. We attempt to point out the importance of furnishing opportunities for outdoor recreation and to suggest methods of organizing a park and recreation department, developing an outdoor recreation plan, purchasing land, and performing related functions. The guides should be useful to administrators, park and recreation directors, county attorneys, planners, public works directors, and others who must deal with selected aspects of the total program. Community groups should also find them helpful.

Our information was obtained from first-hand interviews with officials in over 60 communities with successful programs. We attempt to pass on to like-minded officials the collective experience of these practical, action-oriented officials and civic leaders. To give community leaders an opportunity to study these guides and discuss the ways in which they can be used most effectively, we will hold thirty Outdoor Recreation Institutes throughout the nation in the next two years.

We cannot afford to abuse our natural environment, scar our scenic wonders, and destroy our historic sites. Densely populated metropolitan areas should not be devoid of open spaces and parks. If all Americans are to enjoy their precious heritage, every community must initiate a park and recreation program.

Bernard F. Hillenbrand
Executive Director
National Association of Counties
Research Foundation

Developed in cooperation with the Bureau of Outdoor Recreation, U.S. Department of the Interior

Organizing a park
and recreation department
properly can help keep
everyone pulling
in the same direction.

Community Action Guides
for Outdoor Recreation

3 ORGANIZATION

General Government

Separate Departments
Combined Departments

Special Districts

Disadvantages
The Iowa Approach

Administrative Commissions

School District Operation

Internal Organization

Departmental Units
Program Development

Action Plan

Photo credits: Tug-of-war, Metropolitan Dade County, Fla.; train, William Watson & Associates, Inc.; surfing, Clarence Mac Maki; bridge, Harry Grabner.
Cover photos: Slide, Kenneth R. MacDonald; horses, Hamilton County, Ohio, Park District; city marina, Bureau of Outdoor Recreation; ski-tow, U.S. Forest Service; checkers, Miami-Metro News Bureau.

Organization

THE EFFECTIVENESS of any recreation and park administrative organization depends upon the cooperation and work of the individuals, groups, and agencies involved. Because localities differ from one another, no one type of organization is suitable in every city and county.

There are strong arguments both pro and con for the establishment of consolidated parks and recreation departments, for two separate departments for these functions, and for park districts. In areas of sparse population it has been discovered that for financial reasons the most efficient manner in which to meet limited leisure-time demand is to organize recreation and park functions as a division within the public works, maintenance, or highway and roads department. Another approach is the formation of multicounty agencies (see *Guide Number 5, Areawide and Multigovernmental Opportunities).*

General Government

FROM information gathered in 60 field interviews conducted by the National Association of Counties Research Foundation and from comprehensive questionnaires sent to counties, cities, and special park districts throughout the nation, this guide attempts to make certain basic generalizations regarding the fundamentals of organization for parks and recreation currently used by local governments.

Separate Departments

In serving the leisure-time needs of the public, local departments have developed from agencies which merely preserved open space to those which not only provide land but also maintain a wide range of facilities and organized programs for the community. Accordingly, the first departments which arose as separate and distinct entities were park departments which acquired and maintained land, leaving programming to the spontaneity of those using the land. As a need for leadership in initiating and supervising leisure activities developed, local governing bodies provided legislation for recreation departments. The two departments were to enjoy equal status but have different authority and separate administrative responsibility.

Rendering efficient and equitable service to the community placed a premium on close coordination between the departments. In Cincinnati, Ohio, where separate departments are currently operated, officials believe that the duties of each are sufficiently divergent to justify two departments. Another type of separation is illustrated in Monroe County, New York, where the county coordinates major land purchases and leaves programming (which varies considerably from neighborhood to neighborhood) to the towns.

Often noted disadvantages to separate departments include the following:

1. They generally compete with each other for budgetary appropriations — rarely for their mutual benefit or the public interest.
2. They sometimes exist as political boxing corners from which local battles caused by issues external to recreation and parks are fought.
3. They may breed jealousy and thus make coordination difficult. In one case a recreation department planned a major children's picnic and rodeo at a large park and arrived the day of the event only to discover that the park department was plowing and reseeding the whole area.
4. They are frustrating to the public since "passing the buck" on legitimate complaints acts as insulation from the people they are supposed to serve.
5. They are often, but not always, more expensive to operate because of duplication of equipment and personnel.

Combined Departments

Some communities which have combined the parks and recreation functions in one department are Fresno, California; Lincoln, Nebraska; Asheville, North Carolina; Syracuse, New York; and Forth Worth, Texas.

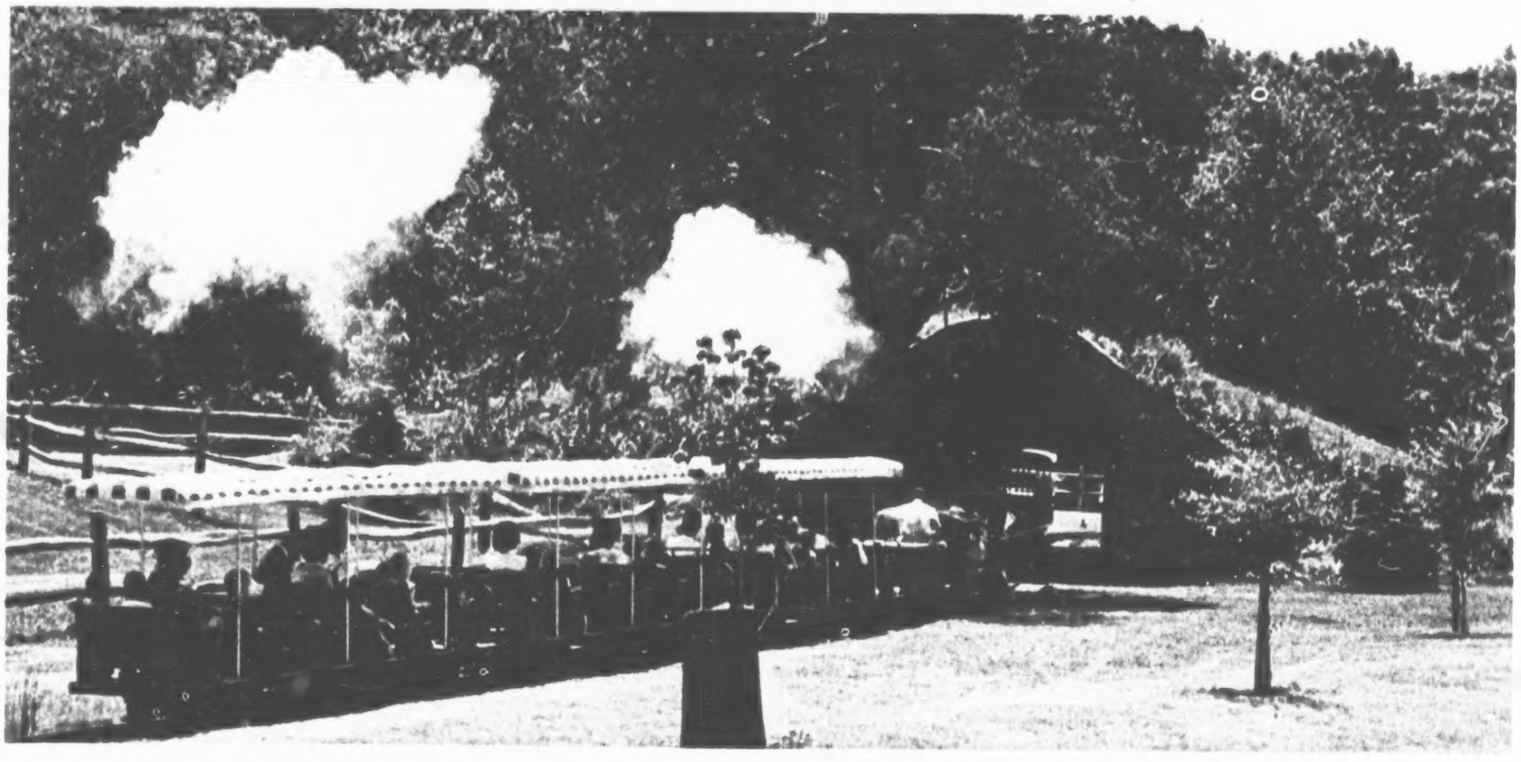
Data compiled by the National Association of Counties Research Foundation supports the notion that the overwhelming trend is toward consolidation of separate departments. Where departments are now being established, virtually 100 per cent combine the duties into one department. Out of 104 questioned county departments there were 75 park and recreation departments, 6 park commissions, 4 conservation boards, and 19 park departments. The term "park department" is somewhat of a misnomer in that recreation programming was found at times to be an aspect of its responsibility but not placed in the name.

When reorganization of departments is contemplated, the first opposition usually comes from those who hesitate to upset the status quo or who think any change is permanently disruptive. The strongest opposition comes from those who are most directly affected — the parks director and the recreation director. These men naturally fear that through consolidation of departments their positions will be either abolished or subordinated. They fear loss of prestige and departmental authority. They fear also that pet projects they have worked on for years will be discarded. For these reasons the consolidation process, if prolonged, is usually accompanied by unnecessary and often unjustified resignations.

Personnel problems in the administration of the newly unified department are apt to develop. There has been evidence of jealousy between recreation and park employees and often new duties are resented. Traditional ideas, such as the one that park personnel are only maintenance men, have often been the cause of this resentment. To avoid such problems, major organizational changes should be made quickly and decisively.

Perhaps the greatest arguments for consolida-

This attractive, gay train runs through the wooded acres of Wheaton Regional Park in Maryland.



tion are those of efficiency and improved services. However, departments that have undergone consolidation may discover that financial savings by the community almost become a stigma when justifying annual budgets. Externally, there would appear to be strong arguments for needing less money for park and recreation functions. For example, as the operation becomes smoother over the years less money should be needed. Generally, this does not happen. New vistas soon open up and discoveries of areas of urgent development become more frequent — all making

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CASE STUDY

Richmond, Virginia

Richmond is one of many independent cities within the state of Virginia. The city covers 39 square miles and has a population of 219,958. The Department of Recreation and Parks has an annual operating budget of $2,327,000 and a capital budget of $400,000. The department employs 232 full-time and 20 seasonal maintenance men, 14 professional administrators, 58 full-time recreation leaders, and 320 seasonal recreation leaders. The park system contains 959 acres of developed areas divided into 20 parks, 42 playfields with 185 acres, and 53.5 acres of parks on school sites. In addition, the department administers a museum, 5 cemeteries, 20 gymnasiums, 24 community centers, a stadium, and an auditorium.

Until 1948, public recreation activities in Richmond were directed by a bureau in the Public Works Department. That year the city charter was revised to establish a separate Department of Recreation and Parks charged with the following responsibilities:

Organize and conduct recreation programs for all age groups in various parts of the city;

Operate and maintain all public parks, grounds, playfields of the city both within and without its boundaries except those under the jurisdiction of the school board;

Operate and maintain all city cemeteries;

Operate and maintain nurseries for flowers, vines, shrubs, and trees for use in the public parks, grounds, and streets of the city;

Plant and care for all flowers, vines, shrubs, and trees in public parks, grounds, and streets;

Operate and maintain all buildings, museums, gardens, monuments, lakes, swimming pools, restrooms, restaurants, refreshments stands, and other facilities and establishments situated in the public parks and grounds under the jurisdiction of the department;

Promote, sponsor, and manage public concerts, entertainments, and other recreational activities;

Exercise such other powers and duties as may be assigned to the department by ordinance.

The director of the Department of Recreation and Parks is appointed by the city manager and serves at his pleasure. The department staff, regulated by civil service, is divided into four units.

Administrative Division. Maintains all records and controls pertaining to the budget, payroll, personnel, purchases and contracts, inventories, public information, and services to the operating bureaus.

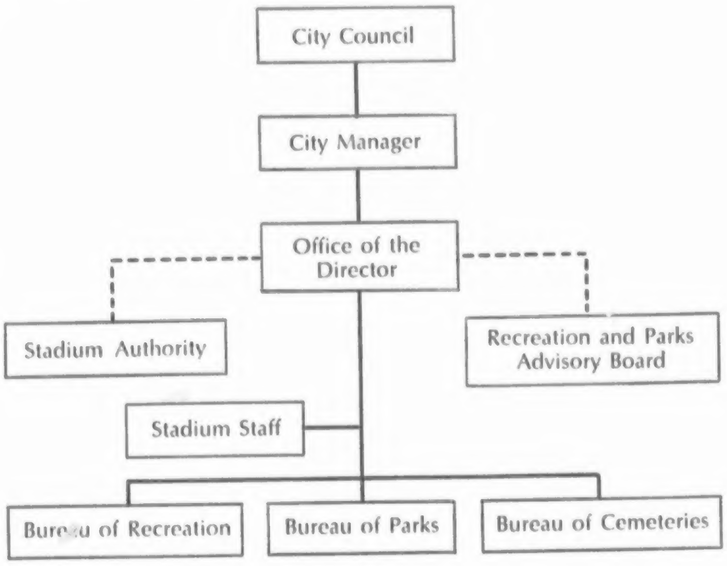
Bureau of Recreation. Responsible for planning, organizing, promoting, and conducting recreation programs. The bureau provides services and leadership and schedules the use of areas and facilities for which permits are issued. In addition, the Bureau of Recreation is responsible for booking, promotion, and management of the Mosque Civic Auditorium and Convention Hall.

Bureau of Parks. Maintains, constructs, and polices all recreation areas and facilities and has charge of the street tree program.

Bureau of Cemeteries. Maintains, operates, and polices municipal cemeteries.

To assist the department in its service to the community the city charter specifies the establishment of a Recreation and Parks Advisory Board. It consists of nine members of whom one must be a member of the school board appointed by the school board and one must be a member of the planning commission appointed by the commission. The remaining seven are appointed by the City Council for terms of three years.

Department of Recreation and Parks / Organization Chart



Outdoor volleyball courts provide exercise and enjoyment for these young men.

departmental expansion and more money necessary if adequate service to the public is to be rendered.

Special Districts

SPECIAL park districts are often legal subdivisions of a state and consequently not accountable to any city or county government inside their jurisdiction. They are formed under the terms of permissive state legislation to meet certain local needs apparently not satisfied by existing governments. Although special districts are usually organized along single- or multi-county lines, they are accepted by the state as regional complements to both local and state park systems. However, they are autonomous and allowed to levy taxes and issue bonds with voter approval.

Special districts have the following characteristics:

1. They are organized entities, usually performing only a single function.
2. They have an official name, but flexible geographical jurisdiction.
3. They have perpetual succession.
4. They can sue and be sued, make contracts, and own and dispose of property.
5. Their officers are elected or appointed by other public officials.
6. They have considerable fiscal and administrative independence from other governments.
7. Where they have taxing and borrowing power, they are frequently exempt from tax and debt limits imposed on general purpose local governments.

Disadvantages

Despite the fact that the special district device has sometimes proved responsive to people's needs, its use has caused numerous problems to units of general local government. The fact that special districts are superimposed over existing governments has caused many conflicts. Special districts tend to become obsessed with their single function or limited purpose to the exclusion of broader, complementary considerations. The multiplicity of districts makes effective control and citizen participation difficult.

Numerous functions proceed largely unnoticed and uncontrolled by the public. Voting records illustrate little or no participation in special district elections. Special districts are sometimes used to circumvent constitutional and statutory tax and debt limits. They tend to fragment local government responsibilities among a multiplicity of independent entities. This manifests itself in competition for local monies, absence of coordinated planning, and overlapping of responsibility.

In the *American County Platform*, its policy statement, the National Association of Counties urges counties to exercise their full powers to provide services desired by their people to minimize the resort to special districts. It further urges that states require a city-county agency in each county to approve all proposals for special districts to insure that they do not affect local gov-

Maricopa County, Arizona, has developed miles of riding trails along its irrigation canals and in the desert and mountain areas.

ernments adversely. Legislation permitting the establishment of special districts should require disapproval of a proposed district where an existing county or city, acting singly or jointly, is wiling and able to provide the service.

The growth of special districts has been enormous. Between 1952 and 1962 the number of park and recreation districts increased from 194 to 488 and expenditures rose from $60 million in 1957 to $92 million in 1962.

Depending on their size and purpose, special districts can be responsible for recreation programming, parkland development and acquisition, or both. The North Jeffco Metropolitan Recreation and Park District, an 80-square-mile, predominately rural area in the northeast corner of Jefferson County, Colorado, has authority to "plan, promote, develop, maintain, supervise and administer all park and recreation facilities and programs necessary to serve all the present and future residents of the district." The district is governed by an elected five-member policy-making board of directors. Elections are held biennially with three members elected at one election

CASE STUDY

Maricopa County, Arizona

Maricopa County, located in southwestern Arizona, is the eleventh largest county in the nation with its 9,226 square miles. Phoenix, a city of 439,170, is the county seat. The Parks and Recreation Department maintains and operates 9 regional and 4 community parks systems totaling 92,500 acres. It administers 29 community recreation programs in unincorporated areas and in incorporated areas which ask to participate. The 1967-68 budget figures include $228,500 for capital improvements and $695,834 for operating expenditures.

The full-time staff includes a director, an assistant director, 8 park rangers, 36 park conservation and maintenance men, a golf pro, a golf course supervisor, a landscape architect and 2 aides, 3 recreation leaders, 5 building and maintenance men, and 3 rangemasters for the shooting range.

As the city of Phoenix expands and annexes unincorporated areas, the county generally deeds to the city any community park which may be involved. However, this has not been the case with regional parks.

The Maricopa County Parks and Recreation Department is under the authority of the county manager and the Board of Supervisors. A Parks and Recreation Commission, which serves in an advisory capacity to the department, is composed of 15 members appointed by the Board of Supervisors for staggered five-year terms. The enabling legislation creating this commission requires no specific composition regarding certain county officials or positions and currently is composed of a cross-section of the entire community. Through this commission the Parks and Recreation Department maintains contact with the community regarding its recreation needs and wishes.

In addition to the commission, there is an Executive Park Committee, composed of the chairman, vice chairman, and secretary of the Park and Recreation Commission. The committee is the only body required by state enabling legislation and it formulates recreation policy, rules, and regulations. Park committee members are appointed by the Board of Supervisors for six-year terms, which are arranged so that the term of one member shall expire every two years. These members, like those of the commission, serve without compensation.

The Parks and Recreation Department is headed by a director chosen by the Executive Park Committee. In addition to an administrative staff there are separate divisions of recreation and parks.

The superintendent of recreation is assisted by a supervisor of regional recreation and a supervisor of urban recreation, each responsible for his respective programs. Maricopa County has contractual arrangements with school districts, towns of 5,000 people or less, and unincorporated areas for the operation of programmed recreation. Thirty such programs are currently operating, with the county department paying the full cost.

In addition, the department has a contract recreation agreement with the City of Chandler (population, approximately 13,000). The county sustains 30 per cent of the financial cost and the citizens in the areas concerned pay the remaining 70 per cent.

The county is concerned primarily with a regional park system. Since Phoenix provides recreation facilities at local and neighborhood levels, the county is in a position to develop the large desert and mountainous regions. The and two at the next. Board members serve for a term of four years.

By contrast, the Cleveland Metropolitan Park District is concerned primarily with land acquisition and maintenance, but works closely with civic groups and individuals in promoting use of district-owned land. This district is governed by a three-member board of park commissioners appointed by the senior judge of the probate court of Cuyahoga County, Ohio. The board establishes all policies of operation and use, approves all plans for land acquisition and development, and controls all funds available for park district use.

The creation of park districts in some instances has resulted from default. Lack of adequate service by the local government because of insufficient funds is one reason. Another might be a need for a well-rounded program of facilities and areas that local government is not providing because of limited outlook and concentration on one type of facility, such as neighborhood playgrounds. The special district then steps into the void to provide a broader range of opportunities.

The Iowa Approach

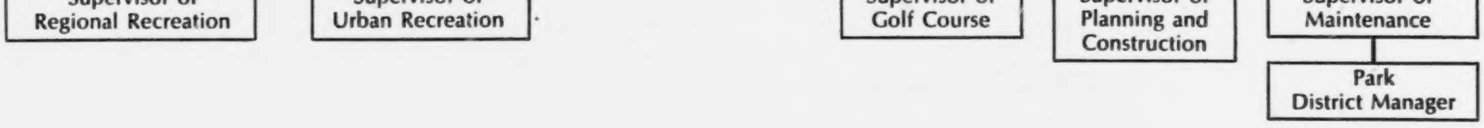
Iowa has adopted another approach, which is a kind of special district, to the local administration of outdoor recreation facilities. Its law (Chapter IIIA of the 1966 Code of Iowa) is similar to enabling acts in other states and maintains the county as the organizational focal point. As stated in the 1955 act, the purposes of the legis-

county also is developing a system of riding paths along the labyrinth of irrigation canals in the area.

A park system of this nature carries special organizational demands, especially in the areas of safety and programming. Each regional park has a resident ranger who is responsible for its administration. The public shooting range also has a specialized professional to guide all activities in this area.

Since it has acquired most of the desired recreational land, the department now considers itself in the developmental phase. Accordingly, to further this and to supplement countywide programming, it has organized a Youth Work Camp. This camp combines park maintenance work in the morning with a recreation program in the afternoon. The camp has enjoyed such immense success that the department has gone to a public lottery in selecting the 250 students from 1,200 to 1,300 applicants. All students between 13 and 15 years of age are eligible and are paid minimum wages during their working hours. The program also affords a great opportunity for the Parks and Recreation Department to meet with a cross-section of the community since an orientation program is required for all parents of youngsters participating in the camp. Through this program the county has been able to generate much citizen support for recreation facilities.

Parks and Recreation Department / Organization Chart


Parks and Recreation Commission
Director of Parks and Recreation
Administrative Assistant
Acquisition & Contract Administrator
Superintendent of Recreation
Superintendent of Parks
Supervisor of Regional Recreation
Supervisor of Urban Recreation
Supervisor of Golf Course
Supervisor of Planning and Construction
Supervisor of Maintenance
Park District Manager

A llama and a small boy investigate each other in the Essex County, New Jersey, Turtle Back Zoo for Children.

lation are "to create a county conservation board and to authorize counties to acquire, develop, maintain and make available to the inhabitants of the county, public parks, preserves, parkways, playgrounds, recreation centers, county forests, wildlife and other conservation areas, and to promote and preserve the health and welfare of the people, to encourage the orderly development and conservation of natural resources, and to cultivate good citizenship by providing adequate programs of public recreation."

The legislation delegates to the county board of supervisors responsibility for appointing a five-member conservation board. Members must be selected on the basis of demonstrated interest in conservation matters. They serve without pay. To finance board purchases and development plans, the board of supervisors can levy an annual tax of not more than one mill on the assessed valuation of all real and personal property subject to taxation in the county.

As of 1967, 91 of the 99 counties in Iowa had established conservation boards, and had acquired 27,375 acres of park land. They had a combined budget of $3,925,000.

One controlling factor in the Iowa law is the requirement that all proposals for the acquisition of land and all general development plans be submitted to the Iowa Conservation Commission for approval. Originally, the proposal did not include any requirement that the State Conservation Commission should have any responsibility in the county conservation law. However, before the bill was enacted, it was amended by the legislators. It was felt that experienced men working for the State Conservation Commission, especially engineers, biologists, landscape archi-

CASE STUDY
Syracuse, New York

The Department of Parks and Recreation of Syracuse, New York, provides the city of 216,000 people with a wide range of services. In its first year the combined Department of Parks and Recreation has shown that better organization and administration can lead to greater citizen participation and public support.

In 1966, the department had an operating budget of $1,533,000 and a capital budget of $550,741. It had 506 full-time and part-time employees. Facilities administered and maintained by the department totaled 847 acres and include 5 playgrounds, 11 neighborhood and district parks, 5 large urban parks, 1 camping area, 4 picnic areas, 2 golf courses, 10 swimming pools, 16 ice-skating facilities, and 1 archery range.

In 1964 the mayor appointed a seven-member Committee on Recreation to review all aspects and operations of the Recreation Commission and to present their recommendations to him. At this time recreation programs were under the control of an appointed, policy-making Recreation Commission. Park maintenance and operation were conducted by the Department of Parks. There was dissatisfaction with this type of organization. However, earlier recommendations to combine these two agencies had been defeated by a commission revising the city's charter before it came before the voters.

The mayor's committee (1) held meetings and conferences with local public departments, private agencies, and informed citizens interested in the Municipal Recreation Commission; (2) visited various parks and recreation programs during both summer and winter; (3) held conferences with state and national authorities who were familiar with the Syracuse program; (4) periodically evaluated the committee members' own observations and the results of the planned meetings; (5) prepared an interim report to the mayor during the summer of 1964.

The committee recognized that the provision of general tects, and fisheries, game and parks personnel, should be available to members of the county conservation boards. The primary purpose of the commission is to advise and consult with the boards and attempt to assist them in setting up a good countywide conservation and recreation program.

Generally, special districts, because of their lack of responsibility to general purpose units of local governments, have often housed conflicting and disruptive qualities within the community. Therefore, they are best avoided. The Iowa example, which maintains an elected government structure as the responsible administrative focal point, is a valid adaptation.

Administrative Commissions

A NUMBER of cities and counties maintain policy-making commissions which are delegated the responsibility for administering recreation

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recreation programs for the entire community is the responsibility of a public recreation department. Although it believed that some mass recreation programs might be provided by certain voluntary agencies, its members considered the following factors: (1) the trend is away from dependence on voluntary agencies to administer a full program; (2) easily accessible general recreation programs for all age groups and all segments of the population is the responsibility of government; (3) a dynamic large-scale public recreation program was needed to keep pace with the changing and growing economy, automation, early retirement, and more leisure time for the majority of the population.

The major recommendation of the mayor's committee was that the Department of Parks and the Recreation Commission be combined into a Department of Parks and Recreation. This department was created on January 1, 1966; a professionally qualified Commissioner of Parks and Recreation began work February 7, 1966. The former commissioner of parks became a deputy commissioner for parks and the former director of recreation became the deputy commissioner for recreation.

Three major reasons for consolidation of the two departments were given: 1) there is no real demarcation between park and recreation functions; 2) a single administrator is needed to make decisions concerning a department; 3) consolidation combines resources so that they can be allocated as necessary.

With the combined parks and recreation department there was no need for an independent Recreation Commission. Its elimination shifted major policy formulation to the Commissioner of Parks and Recreation with advice from a citizens Park and Recreation Advisory Board. The advisory board consists of certain city department heads and interested citizens, including former members of the Recreation Commission.

In the first year of the combined department's operation remarkable improvements were made without any increase in the operating budget. For example, during the first four days of operation of the ice rink during the 1966-1967 season, more citizens skated than during the entire 1965-1966 season. About 333,000 people used city swimming pools during the summer of 1966 compared with 171,000 in 1965.

The following objectives were proposed by the department and adopted by the advisory board:

1. To provide appropriate facilities, leadership and programs to meet the needs, interests, and desires for the wise use of leisure by the citizens of Syracuse, within the limitations imposed by available funds.
2. To create opportunities that will enable each individual to develop his special interests, skills and talent to the fullest possible degree.
3. To integrate and coordinate planning and programming in parks and recreation with the total planning of the business community and the Syracuse city government.
4. To prepare immediate and long-range, or master, plans for developing facilities and programs, using all available resources, so that the leisure needs of Syracuse citizens can be met.
5. To cooperate fully and completely with all educational institutions and with government, private and voluntary agencies engaged in parks and recreation or related fields. (A memorandum of agreement has been signed by the Board of Education and the city providing for such cooperation.)
6. To interpret and evaluate park and recreation services continually to citizens, and determine weaknesses that can be eliminated.
7. To revitalize the tree program and to improve the parks as well as the total visual environment.
8. To make all citizens aware that recreation is a major human need, and that it will become even more important in a leisure-oriented society.
9. To promote and foster the move toward professional recognition for the field of parks and recreation, and those serving in it, particularly within the City of Syracuse.
10. To develop a sense of security among employees, establish the best possible working conditions for them, and instill loyalty and dedication to the City of Syracuse and the Department of Parks and Recreation. (Salaries have been raised, and prestige of personnel enhanced.)

A Philadelphia boy tries his luck in the Department of Recreation's bicycle rodeo at the city's Burke Playground.

and parks within the limits of a budget approved by the governing authority. Others have an autonomous policy board with complete administrative and taxing authority.

Policy-making commissions are usually composed of at least five local citizens who serve without compensation for terms of three to five years, with not more than two terms expiring in one year. One member of the commission is usually appointed by the school board to facilitate close cooperation with that agency. The other members are usually elected at large, or appointed by the local chief executive or chairman of the local governing board and approved by the governing board.

The first commission was organized in 1895 in Hartford, Connecticut, and operated for fifty-five years. This ten-member board of park commissioners worked closely with the city superintendents and created one of the best park systems in the nation. However, in line with modern public administration practice, the Hartford park commission has now been abolished and a park department established as part of the city government.

Traditionally, it has been felt that such commissions give continuity, stability, and dignity to the recreation and park service in the community. It has also been widely held that they were valuable because they were comparatively free from disruption caused by political changes. In addition, many thought that the commissions would facilitate close contact with the people.

The jurisdiction of a commission depends fundamentally on the content of the statute or ordinance which activates it. For example, the Indiana "Park and Recreation Law of 1955," enabling communities to establish park and/or recreation boards or commissions, spells out the following areas of jurisdiction:

1. Perform all acts necessary to acquire and develop parks and conduct programs in these parks.
2. Provide police protection.
3. Make contracts and leases for facilities and services.
4. Acquire and dispose of real and personal property either within or without the state.
5. Exercise the power of eminent domain.
6. Establish personnel and employment standards.
7. Contract for professional outside assistance.
8. Sue and be sued.
9. Prepare and submit an annual budget.
10. Accept gifts, donations, and subsidies.

As the park and recreation field became increasingly professionalized, the existence of a policy-making board or commission separate from the local government proved to be more hindrance than help. With an independent commission important decisions tend to become bogged down in unnecessary debate. It is also difficult to coordinate various activities of a local government when one function is carried on by an independent commission. In the end, therefore, this type of arrangement may result in slow and inefficient operation.

School District Operation

FOR THE LAST two decades professional recreation planners have proposed the recreation use of school facilities. In most cities and counties where this has become a reality, the joint-use approach, commonly called the "park-school concept," has taken the form of mutual agreements between the school district and the recreation and park department. The most efficient implementation technique has been found to be one which joins recreation, park, and education planning methods from the start. Being a matter of contractual agreement, the operation of the separate programs is usually handled by the agency concerned — i.e., either the school district or the recreation and park department. There are, however, arguments in favor of school administration of recreation.

One proponent, Thomas S. Yukic, coordinator of recreation at the University of California, reasons that economical use of facilities and desirable local control support the argument for the conduct of public recreation programs by school districts. He feels that recreation is by its nature committed to an educational cause and for this reason can be organized and supervised in observance of sound educational teaching principles.

Supporting this philosophical approach, he holds that while there tends to be a scarcity of land for strict recreation use, schools are much better distributed over a wider area and at more

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CASE STUDY

Natrona County, Wyoming

Natrona County, Wyoming, has a population of 49,623 and covers 5,342 square miles. Casper, the state's second largest city, is located there. By Wyoming statute, park and recreation functions in the county are administered by the Department of County Parks and Pleasure Grounds.

In 1966 the department had an operating budget of $26,370 and a capital improvement budget of $27,000, derived from a .4 mill levy and from fees collected from such revenue-producing activities as boat ramps and trailer camp rentals. The agency has countywide jurisdiction and presently maintains seven large conservation parks totaling 22,000 acres. Besides the director, the department employs a field supervisor, a trailer camp manager, and eight part-time laborers.

Natrona County parks and pleasure grounds are administered by a board of trustees organized as a corporate body that has been delegated certain legal duties and powers by the county commissioners. Administrative powers are vested in the Natrona County Board of County Commissioners, which makes the board a subdivision of the county government. By this organizational arrangement, the board can best attain its recreation objectives.

It cooperates closely with other county divisions and subdivisions without being tied, necessarily, by their rules, policies, or views. The board is composed of five responsible citizens of the community who have shown an interest in recreation. They are appointed by the county commissioners and serve without compensation for rotating five-year terms. Although the board is a political unit filled by patronage, its functional nature and strength is adequately demonstrated by the manner in which the parks and pleasure grounds have expanded and developed.

The Board of Trustees is specifically empowered to 1) establish a system of public recreation and playgrounds; 2) acquire equipment and maintain land, buildings, picnic equipment, sanitary facilities, water supply, fences, and access routes to recreation areas; 3) employ services of individuals to develop, maintain, construct, supervise, and otherwise protect and perpetuate a system of park and recreation facilities; 4) accept gifts, bequests and any other free services or donations directed to park improvement; 5) allocate money and expend funds in fulfilling the above policies and procedures; 6) establish a park and recreation system independently or jointly with any city, town, village, county, or school district as may be mutually agreed upon with the consent of the county commissioners and the subdivision concerned.

A director, under the general supervision of the board, was selected in 1965 to maintain the day-to-day operation of the board's responsibilities. His responsibilities include planning, directing, and coordinating all work in the system. The director is an extension of the board, and is the board's personal representative to the public. He is directly responsible to the board as a whole, and sees that all board actions and policies are carried to completion.

The director also assists the Job Corps in program planning and has utilized Neighborhood Youth Corps services on a major scale in park maintenance. He coordinates the efforts of the parks program with the programs of federal, state, and local agencies. This involves liaison with the heads of the Wyoming Recreation Commission (established in 1967 through consolidation of the State Land and Water Conservation Commission, the State Parks Commission, and some functions of the State Archives and Historical Department), the Wyoming Travel Commission, Bureau of Reclamation, Bureau of Land Management, State Forestry Division, City of Casper Planner and Engineer, Bureau of Outdoor Recreation, Wyoming Parks and Recreation Association, Job Corps, and Neighborhood Youth Corps.

In Natrona County the Fair Board is also concerned with recreation activities. However, because of its seasonal nature and financial requirements it is organized separately from the Parks and Pleasure Grounds Board.

CASE STUDY

Muskegon, Michigan

Muskegon is an industrialized area located on Lake Michigan's eastern shore. Its population is about 50,000. The Parks and Recreation Department, created by city ordinance in 1950, operated in 1966 on a budget of about $240,000, of which $80,000 was used for recreation functions and $50,000 for capital improvements.

There are 387 acres of parkland, consisting of 5 large parks ranging from 10 to 91 acres, 7 playfields from 6 to 16 acres, 14 playgrounds, 2 totlots, 10 playfields and 59 park areas bordering expressways.

The department is under the supervision, management, and control of a seven-member Recreation Board. Its members serve without compensation and are selected in the following manner: two must be members of the city commission; two must be members of the board of education; two must be trustees of the Muskegon Progress and Development Fund; and one is appointed by the other six members and can hold no other public office. The members from the various boards, commissions, and trustees are chosen respectively by these bodies and serve six-year terms.

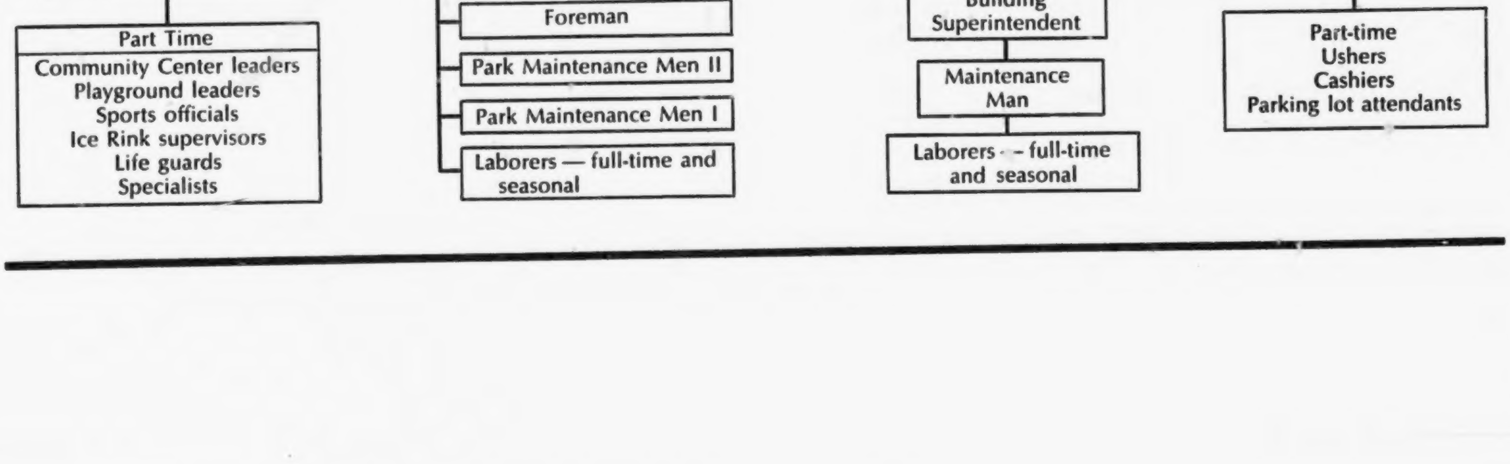
The Recreation Board has the power to adopt by-laws, rules, and regulations for the proper conduct of public recreation. It is empowered to enter agreements with the Muskegon County Board of Education, adjoining cities, townships, and any other political subdivisions or groups for joint planning, exchanging use of facilities, service, or other arrangements of mutual advantage.

The city manager of Muskegon, with the advice and consent of the Recreation Board, appoints the director of recreation, who is required to attend all meetings of the board but has no vote. The director is responsible for staffing the department and presently has a park supervisor, a recreation supervisor, and ten full-time park maintenance men. The recreation staff includes 125 part-time and full-time leaders during the summer and 75 in the fall and winter.

Increasingly within the last few years Muskegon schools and the Muskegon Department of Parks and Recreation have combined their thinking and planning to offer Muskegon citizens better recreation and adult education activities. The cooperative arrangement operates under these guidelines for the administration of program services:

1. If the activity is purely recreational in nature (leagues, open swim, after school play, neighborhood gym nights, etc.), it shall be the responsibility of the Parks and Recreation Department.
2. If the activity is basically educational in nature (instruction classes, enrichment, adult education), it shall be the responsibility of the community school.
3. If the community school director feels there is a need for a recreation activity not being offered, the community school director and the recreation supervisor will meet to set up details. If the recreation department budget cannot carry the cost, the community school may temporarily supply the funds until they can be included in the recreation department budget.
4. Advertising carries the program offerings of both the Community School and the Parks and Recreation Department. Each supplies its proportionate share of the cost.
5. Supervision of activities is worked out cooperatively between the community school director and the recreation supervisor.

Parks and Recreation Department / Organization Chart


City Commission
City Manager
Ex-Officio
Muskegon Progress and Development Fund (Capital Funds)
Park and Recreation Board
Board of Education
Supt. of Schools
Ex-Officio
Director
Sports Arena and Convention Hall Committee
Sports Arena Director
Recreation Supervisor
Part Time
Community Center leaders
Playground leaders
Sports officials
Ice Rink supervisors
Life guards
Specialists
Parks Supervisor
Foreman
Park Maintenance Men II
Park Maintenance Men I
Laborers — full-time and seasonal
Building Superintendent
Maintenance Man
Laborers — full-time and seasonal
Part-time
Ushers
Cashiers
Parking lot attendants

The City and County of Honolulu makes extensive efforts to protect its vast, natural recreation resources. Here surfers ride the Pacific with Diamond Head behind them.

equitable locations than recreation sites. In terms of the financial burden and organizational requirements of recreation and park departments, Yukic believes that it is difficult to provide adequate recreation unless administered by schools. Perhaps his strongest point is that school districts are able to organize and finance recreation, and to provide recreation for both youths and adults.

Hal Flinn, senior recreation director of the San Francisco Recreation and Park Department, counters Yukic by arguing that recreation has become a primary concern of local government that will continue to grow in importance. Though related to education, recreation has now gained identity as a separate discipline and, accordingly, its programming must be conducted by recreation professionals. For the following reasons, he feels that establishing a recreation agency within the local school system would present problems which probably will result in a failure of services.

1. The response of school authorities, past and present, toward recreation leaves much to be desired.
2. Because of their financial status, most school boards are not in a position to develop and support a community recreation program.
3. School boards tend to be more subject to regulation and control from the state than do local government agencies.
4. While those in favor of school-administered recreation emphasize the excellent indoor and outdoor facilities available, many other types of buildings and areas are necessary for a well-rounded recreation program.
5. Many communities with school-centered recreation programs fail to take advantage of local citizen advisory boards.

Coupled with the need for communitywide participation and coordination of all available public recreation services, these reasons are of sufficient importance to justify a separate department. It is also generally felt that more money can be secured for recreation if it is not combined with another agency. (These discussions were contained in the *American Recreation Journal* July-August 1963.)

Local recreation programming is only one aspect of the composite function of recreation and park department operations. Much of the public recreation demand is for golf courses, swimming lakes, boat launching facilities, hiking trails and shaded picnic areas — most of which are outside the range of the school district's interest, jurisdiction, and financial capability. For this reason, the school district's compounded responsibilities would only be increased with burdensome and often unwanted duties.

Internal Organization

THE OVERALL operations of a local park and recreation department are guided by a director. This individual is delegated by the county or city governing board or other supervisory body to plan, organize, and direct the park and recreation program.

Depending on local variations in the division of labor, the director is usually responsible for planning, organizing, and directing the work involved in acquiring, developing, maintaining, and protecting park and recreation areas. He represents the city, county or district in all matters pertaining to park and recreation activities and confers, advises, and cooperates with local agencies and officials, citizen groups, and others concerned with parks and recreation. He confers with and makes policy recommendations to the county or city executive or manager and governing board; supervises contracts with government agencies and private firms developing plans for local projects; is usually responsible for hiring, training, and supervising personnel within the department; and prepares and administers the department budget.

This rustic bridge enhances a shaded stream in a Fort Wayne, Indiana, park.

When the park and recreation director is appointed by the local elected governing board or executive, he is responsible for periodic reports to this board on the operations and plans of the department, appears at public hearings, and is subject to questioning by community citizens in open meetings. His performance at these meetings not only determines much of the public support which will accrue to the department but also demonstrates to the entire community the work being accomplished by the department. Continual rapport and harmony should be maintained between the park and recreation department and other departments serving the county.

Departmental Units

The controlling factor in the internal organization of a department is whether the recreation and park functions of the community are united in one department or divided into separate departments. Since there is a trend toward consolidation, the following discussion will concern itself with combined departments.

One organizational technique is to divide the city or county into geographical units. Each unit is administered by a supervisor who is responsible to the director. The supervisor of each geographic unit may have his own staff for programming recreation activities or may work this out with the central department. This technique is particularly useful in keeping close contact with the people to be served.

Perhaps the most efficient application of this technique is found in special districts concerned solely with land acquisition and maintenance functions and in city or county departments organized for these purposes. For example, the Department of Parks and Recreation of San Diego County, California, is divided into three divisions: lifeguard, facilities, parks and beaches. The division in turn has divided the county into four districts. The department maintains district offices to house and service rolling equipment and to centralize personnel use in the district. In this manner the department is able to distribute equipment more equitably.

Most park and recreation departments are usually neither financially able nor large enough to permit a geographical division of organization. In fact, given the choice, many departments would select a more centralized approach for a number of reasons. First, the area served is not large enough or populated enough to permit subdivision into geographic "service units." Second, the present philosophy of many departments is "first things first"; therefore they are primarily concerned with major land purchases and capital improvements. Third, neighborhood variations in recreation interests may not be pronounced enough to require any special attention.

Centralized departments follow a pattern characterized by a director who coordinates the work of one or several supervisors. These supervisors may be responsible for divisions of maintenance, facilities, recreation, special activities, parks and water areas, and other divisions dictated by local situations. In St. Louis County, Missouri, for instance, the director has separate divisions for administration, park operations, park rangers, museums, and recreation functions.

One proven organization technique segments department functions into a park division and a recreation division. Each division is directed by a superintendent or supervisor who in turn is responsible to the department director. Colorado Springs, Colorado, has organized its Park and Recreation Department in this fashion. Prior to 1953, recreation and park and related services were administered by four separate departments: parks, recreation, boulevards, and forestry. In that year the functions were consolidated into a single department subdivided into two sections. The director believes that this permits an adequate division of responsibilities and affords much better service to the community.

Perhaps the simplest, most controllable, and most serviceable arrangement for internal administration is that which divides the department into a recreation division and a parks division. This permits logical separation of the functions and duties of the department in addition to allowing for expansion and development.

In the city of Syracuse, New York, the Department of Parks and Recreation is headed by a commissioner who directs the work of a deputy commissioner for parks and a deputy commissioner for recreation. The latter has divided the city into neighborhoods, each supervised by trained department personnel.

Program Development

After acquiring parkland, whether jointly with school districts or other public or private bodies or independently, it is an accepted function of park and recreation departments to program or sponsor recreation activities. To some people, however, recreation programming is a contradiction in terms. They feel recreation is a matter of individual free choice not to be hampered by restrictions. Justified as they may be in this notion, most people now expect organized recreation to be undertaken by local government.

To be successful, programs must cater to citizens of all ages. They must rely heavily on volunteer groups organized on neighborhood and individual sport bases. Activities should use natural recreation resources to the fullest and, if need be, specialized programs should be given attention.

The programming phase of the park and recreation department demands creativity and imagination — and realism. The first duty is to survey the interests of the entire community. To accomplish this and to gain public support, advisory groups should be established. Next, the available resources — financial and natural — should be analyzed. Finally, the two should be combined.

This process is, of course, an ideal solution since usually the two greatest needs of a park and recreation department are money and land. In Cincinnati, Ohio, the Department of Recreation has emphasized the creation of interest in specialized activities such as tennis. In cooperation with the Department of Parks, this permits development of sports programs on limited available land.

Adequate programming is limited by the amount of money available. Many communities have alleviated this problem somewhat by soliciting the assistance of local industries and businesses either as sponsors or as sources of limited financial aid. Sports equipment, uniforms, even personnel can be supplied in this manner. Financial considerations, however, are matters somewhat unique to each community. Sources of revenue and methods of financing are extensively reviewed in *Guide Number 6, Financing*.

According to the North Carolina Recreation Commission, recreation program planning should consider five different aspects, namely:

1. *Managing authority* — the committee or group having charge of the program.
2. *Facilities* — play areas, buildings, equipment, etc.
3. *Finance* — the money necessary to operate the program and where it is to come from.
4. *Leadership* — persons responsible for directing the program and guiding it.
5. *Program* — the activities and events to be conducted to provide leisure opportunities for all.

An important ingredient of any recreation program is diversification. For local departments concerned with the development of programs, the North Carolina Commission has formulated several useful categories of program content. The following is an abbreviated list of these categories: athletics, arts and crafts, dramatics, music, outing activities, activities for little children, club activities, and social recreation.

CASE STUDY

Montgomery County, Ohio

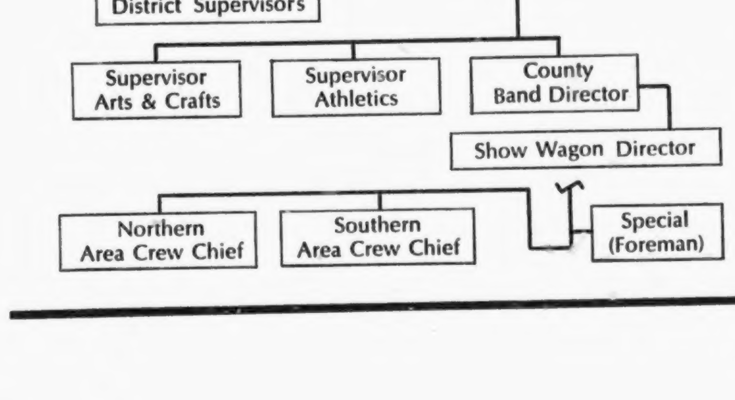
Montgomery County, Ohio, covers 465 square miles. It has a population of 527,080 of which 300,000 live outside the corporate limits of Dayton. The Department of Recreation serves all unincorporated areas in the county and provides its services on a contractual basis to those municipalities which do not have their own organized recreation programs. The department has a capital budget of $10,000 and an operating budget of $170,000. It employs 12 full-time and between 45 and 110 seasonal personnel. Its park area totals 120 acres and includes seven parks.

The department is currently beginning a long-range parkland acquisition program. Using its own park facilities and the facilities of about 40 schools in the county's 13 school districts, which are made available at no cost, the department provides suburban and rural Montgomery County with a wide range of recreation and instructional programs in such areas as swimming, bowling, archery, tennis, golf, riflery, dancing, and music. In the summer, these programs are made available at 38 playgrounds and a day camp run by the department.

The Montgomery County Department of Recreation, authorized by the Ohio Revised Code, operates under control of the Board of County Commissioners and the Recreation Advisory Committee. The department was established in 1954 and operated a year-round program for the first time in 1955.

The Recreation Advisory Committee, which consists of seven members appointed by the county board, meets at least once monthly to set department policies and govern administration and programs. There is no specified term of office for the members. The original committee is nearly still intact.

Department of Recreation / Organization Chart



The committee is authorized to equip, operate, supervise, and maintain public playgrounds, playfields, swimming pools, and indoor recreation centers. It may lease lands and buildings for recreation in suitable locations. The department is responsible for the administration and operation of a diversified program of recreation activities and services for children, youth, and adults in the various townships and unincorporated areas of Montgomery County.

Department operation and facilities maintenance funds are received from the Montgomery County general fund.

The department operates a substantial portion of its program through the extensive use of school facilities. Administration and use of such facilities is conducted under a written agreement between the Department of Recreation and the local boards of education.

Cooperation is a key word in the working relationship which exists between school officials and the Department of Recreation. School playgrounds and certain inside facilities are made available for county recreation programs at no charge during the summer. During the fall and winter, the Recreation Department pays a service fee to school custodial personnel who are required to remain on duty beyond their normal work hours. The cost of utilities is absorbed by the individual school districts. School administrators show a keen interest in helping to provide wholesome recreation for all the citizens in their respective communities.

The Department of Recreation maintains close contact with citizens through the 110-member Liaison Committee, a group of six to ten interested and enthusiastic representatives from each of the county's 13 townships. The group's general purpose is to assist the Superintendent of Recreation and his staff in planning a more comprehensive program of recreation services. The specific functions of the committee include (1) evaluating the community in terms of its recreation needs and desires; (2) cooperating with the Department of Recreation toward achieving better coordination of program services among the various communities; (3) suggesting methods of expanding and improving existing community recreation services; (4) insuring year-round continuity of the volunteer-staff working relationship; (5) providing an inventory of existing recreation services within the communities; (6) educating the public concerning county recreation services; (7) promoting issues which will provide for expansion of program services and facilities for the county as a whole.

Because of the countywide jurisdiction of the Montgomery County Department of Recreation, it has established recreation districts. This technique has proved beneficial not only in serving the needs of the many townships in the county, but also in providing recreation opportunities to the suburban population of the Dayton metropolitan area.

Organization

ACTION PLAN

The organizational structures of agencies involved in local parks and recreation functions vary considerably. Basically, the choices are among (1) separate park and recreation departments or a unified agency under the authority of the city or county governing body, (2) administrative commission appointed by and responsible to the local governing authority or an autonomous one, (3) special park district, and (4) school district operation of recreation and park programs.

Public Officials Should:

Review and analyze specific local requirements and characterisitcs before organizing or reorganizing an agency to provide and maintain recreation services. This is necessary so that logically related functions can be combined and controlled most efficiently.

Ensure that the agency is under the control and supervision of the local governing board. This provides the citizens who are directly affected by agency policies a voice in local operations. Where the agency is not under the authority of a general purpose unit of government, as with special districts, conflicts of responsibility, duplication, and unnecessary and burdensome expense often result. Counties and cities therefore should limit the proliferation of special districts either by assuming the responsibility for the needed services or by requiring the approval of the city and county before their creation. States should enact legislation establishing easy procedures for the merger, consolidation, or dissolution of a special district upon finding that the service performed by the district is no longer needed, or can be more effectively performed by an existing unit of local government.

Make sure commissions are not used for the

administration of park and recreation services. Commissions serve vital functions when utilized for advisory purposes. They can be composed of interested and influential citizens who want to contribute something to parks and recreation. They also serve as important instruments for public support.

Consider unifying the park and recreation functions into one department to achieve organizational efficiency. This is particularly applicable in highly populated areas. In less populated areas, on the other hand, where the diversity of services may not be as much in demand, a single department or subdivision of another department may be sufficient.

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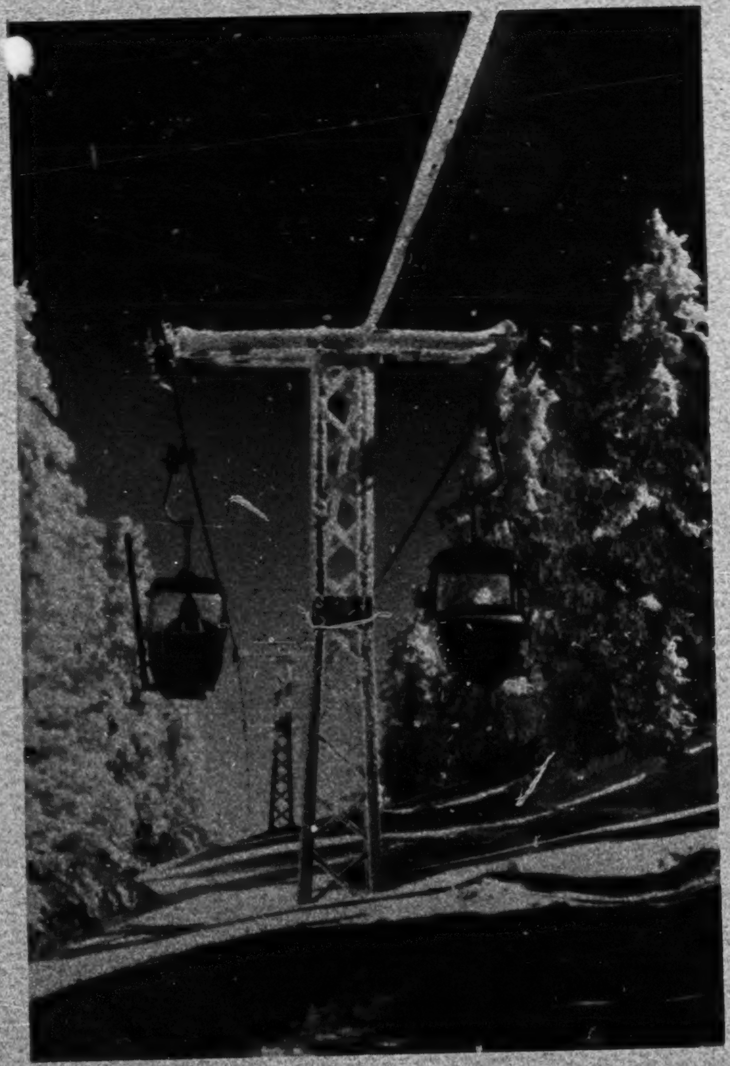

NATIONAL ASSOCIATION
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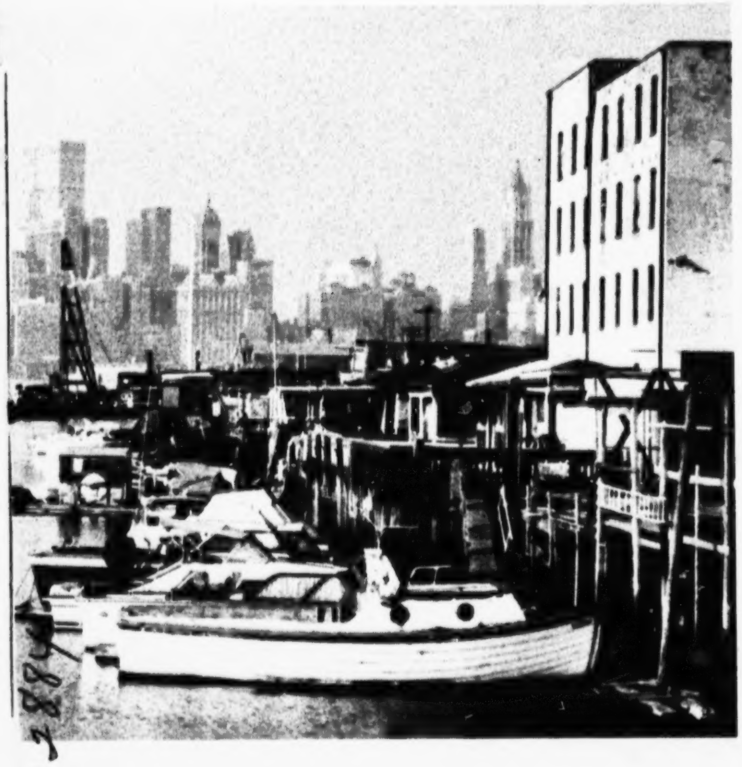
Developed in cooperation with the
Bureau of Outdoor Recreation,
U.S. Department of the Interior

Community Action Guide
for Public Officials

Outdoor Recreation

4 STAFFING AND CONSULTANTS



RC007884

THIS is one in a series of ten Community Action Guides designed to provide local elected and appointed policy-making officials and other community leaders with guidelines for establishing a comprehensive outdoor recreation program.

Our objective is to present in concise, non-technical form material that can be used by public officials who make the basic policy decision of how much money will be spent on recreation facilities and where parks will be located. We attempt to point out the importance of furnishing opportunities for outdoor recreation and to suggest methods of organizing a park and recreation department, developing an outdoor recreation plan, purchasing land, and performing related functions. The guides should be useful to administrators, park and recreation directors, county attorneys, planners, public works directors, and others who must deal with selected aspects of the total program. Community groups should also find them helpful.

Our information was obtained from first-hand interviews with officials in over 60 communities with successful programs. We attempt to pass on to like-minded officials the collective experience of these practical, action-oriented officials and civic leaders. To give community leaders an opportunity to study these guides and discuss the ways in which they can be used most effectively, we will hold thirty Outdoor Recreation Institutes throughout the nation in the next two years.

We cannot afford to abuse our natural environment, scar our scenic wonders, and destroy our historic sites. Densely populated metropolitan areas should not be devoid of open spaces and parks. If all Americans are to enjoy their precious heritage, every community must initiate a park and recreation program.

Bernard F. Hillenbrand
Executive Director
National Association of Counties
Research Foundation

Developed in cooperation with the Bureau of Outdoor Recreation, U.S. Department of the Interior

Like an empty playground,
a park and recreation
department is silent
and lifeless
until it is filled
with active people.

Community Action Guides for Outdoor Recreation

4 STAFFING AND CONSULTANTS

Typical Staff Positions

Formalized Policy

Selection of Personnel

Political Appointment
Civil Service
Departmental Selection
The Combination System
Volunteers

Training Programs

Use of Consultants

Cost Factors
Selection Procedure
Follow-Through

Sample Job Descriptions

Action Plan

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Cover photos: Slide, Kenneth R. MacDonald; horses, Hamilton County, Ohio, Park District; city marina, Bureau of Outdoor Recreation; ski-tow, U.S. Forest Service; checkers, Miami-Metro News Bureau.

Staffing and Consultants

THE FOREMOST responsibility of the recreation and park administrator is the creation of efficient organizational relationships and personnel practices which are both lasting and respected. The degree of success in this area is an integral factor in attracting, holding, and developing capable and productive personnel. Though this responsibility is rarely discarded, it is often taken for granted as something that will resolve itself naturally.

Departmental operations, no matter what the field, are complex. According to David Gray, coordinator of recreation curriculum at Long Beach State College in California, those concerned with recreation and park administration must consider the character of the goals to be achieved, the size of the necessary organization, the staff and line relationships involved, communication requirements, evaluation methods, and the number and sequence of component tasks (*American Recreation Journal*, July-August, 1965).

Typical Staff Positions

BECAUSE of such variable factors as population, financial capabilities, and geographic location, it is difficult to outline specifically the full range of staff positions necessary to initiate a viable recreation and park program. However, there are several positions which do provide a selective list which may be helpful to localities currently planning the establishment of a park and recreation department.

Recreation and Park Director

The director of parks and recreation has the overall administrative responsibility for carrying out the policies and functions of the local department. The director is responsible for planning, organizing, directing, and supervising the work of professional, sub-professional, office, and maintenance personnel. An important aspect of this work is planning a long-range development program that will meet recreational needs as the county and city grow in population. The nature of the recreation and park program generally requires that the director exercise considerable initiative and independent judgment in all phases of activities. His work is subject to review by the city or county manager or the local governing body through periodic reports, conferences, and evaluation of results.

Assistant Recreation and Park Director

The assistant director is the immediate subordinate to the director and is responsible for assisting the director in the duties outlined above.

Park Supervisor

The park supervisor performs technical and administrative work in the construction, maintenance, and landscaping of city or county parks and recreation areas. He exercises supervision over park maintenance crews and laborers. General supervision is received from the director of parks and recreation, but the park supervisor is responsible for the development of work methods and schedules.

Recreation Supervisor

The recreation supervisor is responsible for planning and organizing an activities program designed to meet the needs of the various groups within the city or county. Full staff participation and coordination is obtained through staff conferences and personal visits. Supervision is exercised over a group of recreation specialists whose number is determined by the size of the community and other variable factors.

In addition to the positions discussed above, other positions are often used. They include the following: recreation leader, parks maintenance supervisor, park maintenance foreman, public information officer, custodian, and such profes-

Skilled maintenance men and complex equipment are needed to keep the fan palms pruned properly in Fresno County, California.

sionals as conservationists, naturalists, landscape architects, and engineers. The summary job descriptions presented here have been adopted from those of the Park and Recreation Department of Lexington, Kentucky.

As recreation and park services become integrated functions of constantly expanding local governments, elected and appointed officials should become aware of the growing competition and demand for qualified recreation and park professionals. To attract these professionals, local departments must have clear-cut and well-defined personnel practices. They must provide fair and adequate salaries, reasonable job security, and opportunities for development and advancement.

Competent employees are essential to departmental efficiency. Meeting their needs for satisfying working experience enhances production. Lack of attention in this area can have only the opposite effect — absenteeism, transient personnel, petty squabbles, and overall dissatisfaction. Considerable importance should be placed on a well-designed and planned personnel system.

Periodically, specialized advice and assistance may be required by the department. This can sometimes be supplied by other departments of the local government but is more often derived from outside consultants. These consultants should be selected carefully with due regard given to their qualifications and experience. Areas in which consultants can be used, guidelines and methods for their selection, and contractual requirements are covered in this guide.

Based on interviews, comprehensive questionnaires, and staff research conducted by the National Association of Counties Research Foundation, this guide considers the essential prerequisites for smooth and continuous operation of a recreation and park department and from these draws guidelines and techniques of general merit and application.

Formalized Policy

EXPERIENCE has demonstrated that the most successful personnel practices are those which originate with sound, written policies and standards. They must encompass the viewpoints of both employee and employer and be geared to individual department needs. The written and legalized document provides the underpinning necessary for department stability. Where none exists, characteristic stumbling blocks such as misunderstandings, duplication, confusion, and wasted time tend to occur.

Perhaps the greatest need for precise, written policy exists in the areas of job responsibilities and salary schedules. Personnel problems can usually be traced to one of these and, once arisen, troubles of this nature are exceedingly difficult to resolve. Therefore, there should be a plan for classifying all positions with regard to duties, areas of control, and responsibilities. Its comprehensive design should serve as a framework for selection of employees, salary, and delineation of administrative organization and relationships. The plan should categorize positions of similar types so that decisions can be made on the basis of functions.

The plan should establish wages commensurate with the work performed. Besides being fair, the salary plan must be adequate for recruitment and retention of trained personnel. Important also is the need for uniform rules governing recruiting, examinations, certifications, leaves of absence, vacations, hours of work, compensation in case of injury, sick leave, and emergencies. It is widely recognized that explicit policy with respect to discipline and separation from employment needs to be well defined and definite. This policy, being protective to both parties, is based on the value of maintaining high standards of performance and conduct. It acts as insulation from bias, political activity, favoritism, and injustice.

Each department should have definite policies on such benefits as injury compensation, hospital insurance, and retirement. When the department is a division of the county or city government, these benefits are usually handled by the authorizing level of local government. Special park districts organized as subdivisions of the state and therefore external to local control usually main-

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CASE STUDY

Maricopa County, Arizona

Maricopa County, located in southwestern Arizona, is the nation's eleventh largest county, with its 9,226 square miles. Phoenix, with a population of 439,170, is the county seat. The Parks and Recreation Department maintains and operates nine regional and four community parks totalling 92,500 acres. It administers 29 community recreation programs in unincorporated areas and in incorporated areas which ask to participate. The 1967-68 budget includes $228,500 for capital improvements and $695,834 for operating expenditures.

The full-time staff includes a director, an assistant director, eight park rangers, thirty-six park conservation and maintenance men, a golf pro, a golf course supervisor, a landscape architect and two aides, three recreation leaders, five building and maintenance men, and three rangemasters.

The Director of Parks and Recreation is appointed by the County Parks and Recreation Commission, which is itself appointed by the Maricopa County Board of Supervisors.

The director has under his supervision two division heads, the superintendent of recreation and the superintendent of parks. The division of recreation has supervisory positions for regional recreation and urban recreation; the division of parks, supervisory positions for maintenance, planning and construction, and the golf courses. Many parks and recreation departments divide staffing in this manner, allowing variation below the position of superintendent to meet department needs. Maricopa County, for instance, requires a mining engineer in its Parks and Recreation Department in order to coordinate land acquisition programs with certain individual mineral rights on the land desired.

The department does not predicate its employment procedures on certification techniques or civil service but does adhere rather strictly to specific requirements for individual jobs (see below) and occasionally administers its own examinations. Maricopa County has found that qualified professional and technical personnel are available, but has experienced some difficulty because of low salaries.

The following is a summary of the job description for the position of Supervisor of Regional Recreation:

This is administrative and supervisory work in coordinating the duties of the park rangers and the rangemasters in the regional parks, recreation areas, and gun ranges. It involves the protection and interpretation of the facilities in these areas for the use and enjoyment of the general public. All work within these areas is performed under the general supervision of the Supervisor of Regional Recreation.

Incumbent is responsible for in-service training program for ranger personnel, and evaluation and discipline of subordinates. Carries out programs such as nature interpretation, trail rides, camping demonstrations, shooting instruction, and marches. Disseminates information through brochures, exhibits, news releases, etc. Receives and adjusts complaints. Arranges patrol schedules and enforces park rules and regulations and all applicable laws in cooperation with other law enforcement agencies. Performs additional duties as required.

Each applicant must:

1. Be a United States citizen.
2. Have a college degree in forestry, park management, recreation, geology or a closely allied field, with three years recent experience as Park Ranger in a responsible supervisory capacity or equivalent in a national, state, or county recreation area, park forest or historical site.
3. Be bondable and have Red Cross First Aid Certificate.

The county has utilized consultants extensively in the fields of landscape architecture, botany, hydrology, geology, zoology, history, archeology and economics. These consultants have been used primarily for their contributions in compiling and coordinating major recreation plans. However, further use is made of consultants in the county's attempt to integrate their findings into communitywide recreational programs. Consultants are used on all major studies conducted by the county and generally come from private firms and universities. They are not necessarily local consultants because it is thought that the public will have more respect for the candid objectivity of an outside observer.

In Pierce County, Washington, boating instruction is part of the fitness camp activities at Spanaway Park. Responsible, trained staff members are necessary here.

tain a benefit policy as part of the district administration.

Selection of Personnel

RECRUITMENT techniques for park and recreation departments are generally similar to the selection processes for all local government departments. The methods may be roughly broken down into three systems: 1) political appointment; 2) civil service or merit system; and 3) department hiring. At times a fourth system, a combination of civil service and department option, is utilized. Whatever system or combination is used, generalizations regarding education and training must be made with caution, for they vary with the position and the community. The most important thing is the establishment of a set policy of recruitment and hiring.

Kenneth Warner, director of the Public Personnel Association, thinks that organizing and maintaining a good personnel selection process is not the responsibility of a single individual or a single department in any organization. According to Warner, the quality of a selection program depends upon active participation of three principal groups: legislative or policy forming agency; personnel unit; managers and all supervisory personnel down to and including the first level of supervision.

Finally, it is essential that the importance of recruitment not be underestimated or oversimplified as a phase of selection. *Personnel Administration,* a publication of the National Recreation and Park Association, provides several guidelines in this area. Among them are the following:

1. Reduction of legal obstacles that require residency as a qualification for employment.
2. Raising the prestige of parks and recreation service.
3. Using ingenuity in finding manpower sources and appealing to the kind of people needed.
4. Determination of minimum qualifications required of applicants from classification information or job analysis.

Political Appointment

A decreasing number of park and recreation departments are staffed by political appointees. Political appointments are primarily evident below the level of key administrative positions and this sometimes interferes with the department executive's control over employment. The department executive is pestered with internal problems and is hampered in providing park and recreation services. If the problems become severe, rapport between the executive and local politicians may be lost and resignations may follow.

As one park and recreation official stated, "I feel compelled to find positions and jobs even when they don't exist or aren't needed so that the department's budget won't suffer." Another remarked that political appointees, though generally competent workers, are rarely, if ever, trained in park and recreation administration. He feels that for this reason his department fails to attract university graduates.

Complete political appointment of park and recreation department personnel has become obsolete. Moreover, the variety of services demanded by the public requires smooth and unin-

Naturalists such as Bill Hopkins of the Huron-Clinton Metropolitan Authority in Michigan can do a great deal to make children — and adults — aware of the world around them. Here Hopkins shows a snake to members of the Ann Arbor YM-YWCA day camp visiting Dexter-Huron Metropolitan Park.

terrupted operation, which is usually not possible when all personnel are subject to change after each election.

Civil Service

Recruiting experiences of representatives from major companies and all levels of government show that prospective employees are interested in job opportunities, scales of advancement, and work which offers training and variety. Seldom are they impressed with county or city history; rarer still are they attracted with talk of "challenging experience" and never with evidence of inactivity or political turmoil. The solution found by many communities is a civil service commission, merit system, or professional personnel department. This method of employment is perhaps the most equitable system.

Competitive by definition, the civil service merit system is designed to reward the deserving, remove the less worthy and, at the same time, be protective. Recruitment under the civil service system follows three phases: announcement, examination, and interview.

Job announcements can be made through a variety of channels, depending on the position and qualifications required. Laborers are best contacted through the nearest employment bureau or through newspapers. The director, superintendent, administrators, and other specialists are reached through universities, professional journals, and conferences.

The examination phase is not necessarily restricted to written tests. For professional positions education and reputation are often considered sufficient. Medical and physical tests are sometimes required. Skilled and semi-skilled laborers, on the other hand, usually are given tests to indicate competence in their fields and aptitude in basic educational skills. Elmer Anderson, director of the Park and Recreation Department of Clark County, Nevada, feels that one of the strongest points of a civil service system is the opportunity it affords for initial evaluation of basic education.

The personal interview, the final phase of recruitment, must be tailored to the vacancy under consideration. It is given to those selected from the exam and is usually conducted by the individual's immediate supervisor. In most cases the interview is succeeded by a period of probation lasting from three to six months. In certain instances extensions are issued, with the reasons reported directly to the employee. Under no circumstances should probationary periods exceed twelve months.

City and county department executives operating under a central civil service system realize that there are both advantages and disadvantages to the process. However, experience demonstrates that the former heavily outweigh the latter. The most common disadvantage noted is that filling part-time or temporary positions is sometimes delayed because of the time-consuming selection process. Administrators who have suffered from this delay maintain that they could easily obtain the necessary personnel if they were independent of the civil service commission or

CASE STUDY
Greensboro, North Carolina

Greensboro, North Carolina, is located in Guilford County and has a population of 155,700. The Parks and Recreation Department has functional jurisdiction within the city limits and operates under the leadership of a director who reports to the city manager. The department has an operating budget of $908,290 and a capital budget of $75,960. It has 97 full-time employees and 145 seasonal, part-time, and hourly workers who administer and maintain a community center and 60 parks totalling 2,000 acres. A Parks and Recreation Commission is appointed by the City Council and serves in an advisory capacity without compensation. The director is assisted by a parks administrator and by a director of recreation.

Three parts of the organization deserve particular attention. The city maintains a zoo as a part of its major park and employs a full-time zoo curator who serves under the parks administrator. There is a full-time director of recreation for the ill and handicapped and a director of the Natural Science Center. This center is just developing as a place of natural science, history, biology, zoology. Located in Greensboro Country Park, it will be a continuing educational and recreation facility.

The director of the Natural Science Center is responsible for administering informal classes on such subjects as rock formations, natural life, and outer space. The classes are organized in cooperation with all schools in the county and often include material and displays available from the National Association of Junior Museums. Many programs are also organized through the Boy Scout and Girl Scout groups. The idea for the Natural Science Center originated with the Greensboro Junior League and other civic groups. It was begun primarily to generate interest among young school children in natural science and related fields but became so popular that it was expanded to include high school students.

The position of Director of Recreation for the Ill and Handicapped was made possible through a grant from the Kennedy Foundation. The foundation selected eight cities from across the country to participate in a program designed to assist the mentally and physically handicapped. Presently the city maintains Camp Joy which Guilford County provided through a federal grant. The Greensboro Jaycees are planning to construct a swimming pool for the handicapped.

All department positions have complete job descriptions including minimum qualifications and desirable background sections. Major positions have been analyzed, evaluated, and placed in the city pay structure.

Public school teachers are employed on a part-time basis during the summer to supervise recreation activities. Coaches for athletic teams are volunteers. Team uniforms and equipment are usually donated by local businesses.

Recruitment is a continuing activity. The department participates in high school career day programs and regional training institutes through which young people in local communities are encouraged to enter the field of recreation. The North Carolina Association of Park and Recreation Officials publishes a brochure which the department uses in its recruitment activities. The Sears Foundation has provided some scholarships for students in park and recreation, which are supplemented by contributions from North Carolina park and recreation professional associations. In many cases, part-time work by students is graded and is part of their recreation education.

Professional certification is a requirement in the state and is supervised by the North Carolina Recreation Commission. Regular examinations are given by this commission. Certification rules permit those already in positions at the beginning of the program to obtain certification. Eventually all professional recreation personnel will be certified.

The Greensboro Parks and Recreation Department provides three-day training courses before each summer program begins. These serve as orientation as well as refresher and education sessions for all involved. The state society provides workshops and clinics through grants from the federal government, the Ford Foundation, and a major insurance company. Other training is provided through Regional Training Institutes sponsored by North Carolina State University. The institutes bring together recreation and park administrators from several cities and counties for 12 consecutive weekend training sessions. Specialists, consultants, and naturalists are brought in from other communities to act as instructors. So far the program has been quite successful.

A periodic evaluation of performance is made for all employees. Playground leaders are evaluated by a check sheet.

Consultants are used by the department for large, specialized projects. Local planning agencies provide sufficient support for most other activities. The North Carolina Recreation Commission also provides advice when requested. The Greensboro director has two cardinal rules in dealing with consultants and major projects: First, the plan should not be allowed to become so elaborate that it scares citizens and thus is rejected. Second, the project must involve citizens from the beginning of the planning process to insure continued citizen support.

No description of this well-run and active department would be complete without special mention of the Youth Council on Civic Affairs. Activity generated by this council is diverse, as the following items illustrate. The youth council sponsors youth news in the local paper, a citywide high school beautiful contest that involves students in the beautification of their high-school grounds, and a radio program that reports coming teen activities. In addition, the council sponsors a monthly teenage theater publication, a teenage employment service, a recreation program for underprivileged children, displays at a downtown plaza including the community Christmas tree, a powder puff football league, and other special events. This youth program, which won regional recognition in the magazine *Southern Living* (October, 1966), is a model program that might well be copied.

CASE STUDY
Detroit, Michigan

The Department of Parks and Recreation of Detroit (population 1,650,000) in fiscal year 1966-67 had an operating budget of $12 million and a capital improvement budget of $3 million. The department has 5,800 acres of parks in its jurisdiction, consisting of 20 major parks, 129 playgrounds, 41 playfields, 76 play lots, 15 pools, and a large beach. In addition, the department staffs 110 school recreation sites and 25 pools owned by schools. It employs 1,400 full-time personnel and 1,600 seasonal recreation and maintenance workers.

The superintendent of parks and recreation reports to the mayor and the Detroit Common Council. Under him are two specialized assistants and five general operating units. The two specialized assistants are the program development analyst, concerned with acquisition and use of land, and the executive administrator, concerned with general administration. The five operating units are planning and design (includes landscape architect), building and mechanical equipment, public service, forestry and landscaping (includes all trees and roadside parks), and recreation.

Detroit has a fully developed Civil Service Commission. The duties and qualifications of all positions in the parks and recreation department are adequately described. Over 1,200 persons are employed on a temporary or part-time basis during the summer months. Over 500 volunteer groups use the facilities during the year.

Recruitment is carried on by a park and recreation employee who attends career days and similar events at high schools and colleges in the area. One interesting aspect of this employee's duties is to administer the Civil Service Entrance Examination as a part of the visit. Prompt administration and scoring permits early notification to applicants of their acceptance and prevents their loss to other employment. Announcements and brochures produced by the Civil Service Commission are employed throughout the area to promote recruitment.

Two internship programs deserve special notice. The Recreation Leaders Program provides full-time employment in the department in conjunction with part-time university attendance. Qualifications for this program are two years of college with a major in recreation. The Student Recreation Assistant Program involves part-time employment in the department along with full-time university attendance. The city also has a program of paying tuition for any employee who attends a course directly related to his job.

Consultants have been used in training as well as land and facilities planning. The Michigan Highway Department provides some assistance in the latter area. Private consultants in architecture have been used. Generally, the department uses city department services when possible.

Since the department has responsibility for all trees and park areas, including street-side green strips, the landscape architect and his division assume considerable importance. The department operates with approximately 200 professional staff members.

The ability of its recruiters to administer and grade Civil Service examinations seems a successful technique in encouraging young people to enter this field.

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central personnel agency. This difficulty should be surmounted with foresight and planning. In Detroit, Michigan, which has a highly efficient civil service system, a civil service employee works in the park and recreation department to administer tests and arrange for personnel placement.

Departmental Selection

Departmental or "free hand" selection is that method which places all employment obligations in the hands of the individual department. Under experienced leadership this arrangement can assure the department of getting the desired employees with the least amount of interference. In the park and recreation field, however, this arrangement is found only in some special park districts, notably those organized as autonomous subdivisions of states.

In the final analysis, independent departmental selection can be no better or worse than other systems unless formalized recruitment and hiring practices are observed. In fact, if operated efficiently, the system resembles an isolated form of civil service. For example, the Parks and Recreation Department of Maricopa County, Arizona, operates with essentially a free hand in hiring employees at all levels. Though examinations are sometimes used, they are administered by the department itself. Qualifications are judged by the parks and recreation staff and the department hires its personnel independently.

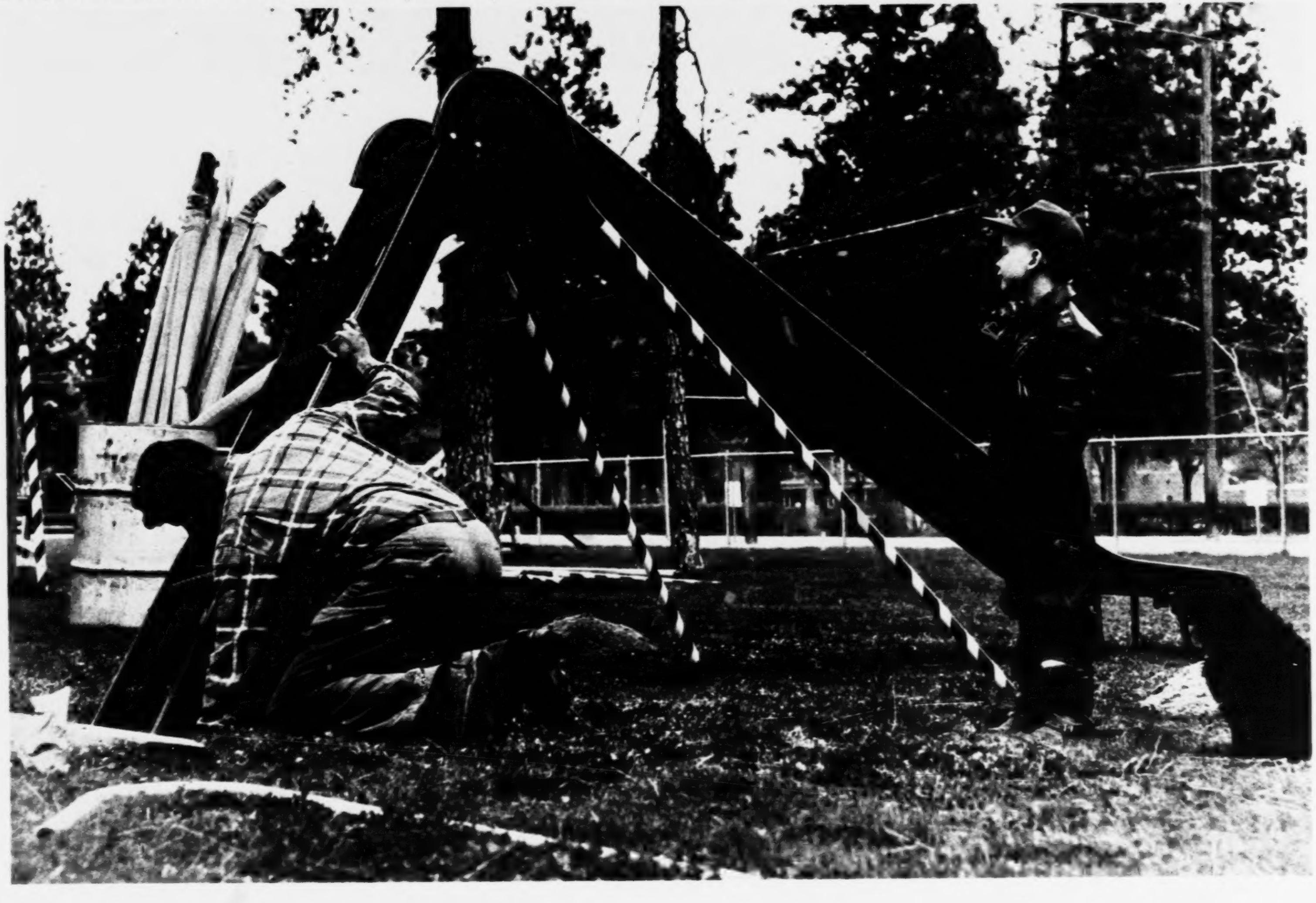
The most serviceable technique is that which informally unites departmental selection with the civil service. This permits attraction of competent personnel and allows the department to hire those it judges best qualified. For many reasons the total independence of each department in recruitment procedures is not acceptable to city and county governments.

The Combination System

Most local governments coordinate recruitment through a civil service system managed by a personnel office or commission. The personnel office manages the recruitment service for all departments and is responsible for formulating and enforcing equitable hiring standards. However, department heads should be given as much freedom in selecting their employees as possible. It is under their direction that prospective employees must work, so there should be no reservations or personality conflicts.

Both small and large departments usually have three types of personnel: full-time, part-time, and volunteers. Emphasis is placed on full-time employees because this is the area in which continuity is achieved. On the other hand, many communities feel that a concerted effort, particularly during the summer when college stu-

A Spokane County, Washington, park foreman puts the finishing touches on a slide installation under the watchful eyes of a young resident and his friend.



dents are seeking employment, is the best possible approach to attract young people into park and recreation work.

A number of communities provide competitive financial support to local students who are following a recreation curriculum. Evansville, Indiana, is one. The city awards a grant of $2,000 to a graduating student of an Evansville high school. The money is derived from membership fees to the city community center. The obligations of the recipient require that he maintain at least a "C" average, continue a recreation curriculum until graduation, work as a paid staff member of the recreation department at least one summer, and meet annually with the scholarship review committee.

Volunteers

The use of volunteers should be an integral part of every park and recreation agency. The utility of volunteers ranges from programming activities for the physically and mentally handicapped, assisting in maintenance and construction, and campaigning for special funds to aiding in community-wide public support drives. The volunteers' duties also include such seemingly minor tasks as chaperoning parties, providing transportation and refreshments, and organizing workshops. Volunteers often take the initiative in starting park and recreation programs.

Most communities currently maintaining strong volunteer programs have an advisory commission organized by geographic area or by activity. If active, these commissions can harmonize the work of the department with the interests of the citizens.

The prime value of a well organized volunteer program is improvement of public relations. The volunteer who has had a good experience participating in the recreation program is able to interpret the department's needs to citizens. Volunteers are needed to provide some of the essential services that cannot be funded in the department budget. In addition, they can bring many

In Portland, Oregon, Neighborhood Youth Corps workers help with trail construction in Forest Park. Many park and recreation programs can be achieved with the help of NYC and other workers benefitting under special programs.

special skills to the program that are not available within the staff. Most successful departments consider them to be an extension of the staff for they multiply the effectiveness of recreation services.

The city of San Leandro, California, has prepared a small handbook entitled "Volunteers" on recruitment, orientation, and supervision of volunteers and their working relationship with recreation personnel. Certain guidelines in this handbook are worthy of emphasis:

1. Analyze all parts of the program that can be expanded or improved with the help of volunteers.

2. Know what you want a volunteer to do: the skills or training the volunteer needs to do the job; whether the job can be done by a male or female, adult or youth; the days and times the volunteer can be used.

3. Most volunteers are not available for more than three hours a week; therefore, jobs that can be done by volunteers must be planned so they are feasible for the hours available, yet of sufficient importance to hold their interest.

4. Most important: It is essential to first define the job, then seek the volunteers.

Training Programs

THE KEY FACTOR to the success of a department lies in the training of its personnel. As increasing numbers of colleges and universities initiate courses in the field of recreation, it becomes easier to obtain personnel trained in the new and most efficient techniques of administration. This does not mean in-service training programs are unimportant. However, in some instances, organizations have gone overboard in attempting to develop or take part in training programs. They fail to make careful appraisals of whether training is needed or serves a useful purpose.

Glenn Stahl, in the National Recreation and Park Association's *Personnel Administration*, provides several observations on employee training. Some of these observations are discussed in the following paragraphs.

First, training or staff development is a continuing process. There is no point at which a person stops getting an education. Therefore, it is a mistake to assume that some people in an organization are "trained" and some are not. All have obtained some kind of training. The question is whether it was organized and deliberate, well thought-out and purposeful, and skillfully carried out.

Second, the job itself can be an important instrument for training. Perhaps the most effective means for development of people is to give them an opportunity for new experiences on the job. This can take the form of different duties and responsibilities. Some organizations are dynamic because they reorganize frequently. Although this is disruptive to some people, it does have the virtue of providing new work experiences. It is not necessary to reorganize in order to change assignments. This can be accomplished by an effective educational plan which periodically moves employees or exchanges their duties.

Third, the degree of responsibility given people can be a strong instrument of training, especially with professional and managerial personnel. This can work its way to the lowest clerical grades. Don't be afraid to give employees opportunities. Remember, they can learn by making mistakes.

In certain instances training can become an indirect method of recruitment. In Oakland, California, supervisors in the recreation department go to local high schools and give prospective recreation leaders training in recreation skills for one semester. During the second semester, the students serve as recreation aides on the playgrounds. The program serves several functions:

1. It is good education; high school pupils learn to work with people, whether or not they serve as recreation leaders in the future.
2. It serves as a means of recruitment for part-time and volunteer workers in the Oakland recreation department.

CASE STUDY
Fort Worth, Texas

The Fort Worth Park and Recreation Department was created in 1964 by combining the Park Department and the Recreation Department, created in 1907 and 1922 respectively. The immediate task was to merge the personnel of the park and recreation departments to form a viable organizational structure that would bring about greater efficiency and especially more effective and cooperative working relationships in providing better services to the city's 356,268 people.

The combination of the park and recreation departments started when a member of the Park Board was elected to the Fort Worth City Council. As a member of the City Council, this individual became concerned about duplicate expenditures for equipment and services and overall efficiency of operations. Gradually, the City Council appointed new members to the Park Board who were sympathetic to a combined park and recreation department.

The Fort Worth Park and Recreation Department has now achieved an effective organizational and staffing program which has resulted in an exceptionally high level of employee morale and cooperation. This was achieved largely through the efforts of the director, who made this his number one goal when he was appointed in 1962. He eliminated the standard line approach to organization in which the department is divided into parks and recreation. Instead, the director established five major divisions: horticultural, recreation, zoological, maintenance development, and special activities.

The horticultural division is responsible for development of the botanical gardens and for all trees, flowers, and shrubbery along the city streets. The zoological division is responsible for the zoo grounds and animals. It is headed by a zoo director responsible to both the park and recreation director and to the Zoo Association, an organization of citizens who supervise the zoo and float bonds to finance its operating expenses partially. The zoo itself is maintained by 35 employees paid by the city and 65 employees paid by the Zoo Association. The special activities division is delegated the responsibility of overseeing all revenue-producing activities, such as the golf courses, rentals and concession arrangements, which account for 35 per cent of the department's total operating revenues.

One of the key factors that fosters a high level of staff cooperation is staff meetings. The director is convinced that the staff meetings are more important than organizational charts and regulations. Staff meetings between the director and the five division heads are held every other week on the morning of payday. The division heads also hold regular staff meetings with employees in their division. Each division also has an in-service training program for the department's 318 full-time employees.

Regular staff meetings have the following advantages:

1. They help to resolve conflicts before they become serious.
2. They provide a good feedback for suggestions, comments, and complaints.
3. They are good for staff morale and rapport because all employees feel that they have a part in departmental policy discussions.
4. They create a spirit of participation that makes each employee a salesman for the park and recreation program.
5. They provide advanced discussion of new program and project proposals.

These operational procedures, plus the dedicated enthusiasm of the director, provide a good example of how to combine two departments' staff into one closely knit and cooperative park and recreation department.

Archery instructors are employed by the Metropolitan Dade County, Florida, recreation division to teach young people safe enjoyment of such potentially dangerous sports as archery.

3. It arouses in some students an interest in attending a college or university to prepare for recreation leadership.

4. It offers an opportunity for high school students to consider recreation leadership as a profession.

5. It offers others an opportunity to determine if the students have the qualifications for success in the field.

Certification

THE CERTIFICATION of recreation personnel by a state agency serves as a vehicle for the recognition of professional standards by the employers and the community. Since the certification plan is an objective measurement of personnel qualifications, it can be useful to the employer in choosing prospective employees. Although qualifications must be met, certification is generally initiated voluntarily.

In North Carolina, for example, any individual may become a candidate if he or she has a baccalaureate degree with a major in recreation, or a baccalaureate degree and two years of full-time employment in recreation. Those wishing to be certified are required to take oral, written, and practical examinations, and are issued either a professional staff certificate or an administrative certificate.

A professional staff certificate is issued to the successful applicant who has a baccalaureate degree in recreation, or a baccalaureate degree and two years of full-time successful professional recreation experience as a permanent employee and satisfactory performance in examinations on the philosophy and interpretation of recreation, safety procedures, public speaking, and fundamentals of human growth, development, and behavior.

The administrative certificate is issued to the successful applicant who possesses a professional staff certificate and who presents proof of two years of recreation experience or one year of experience and a graduate degree in recreation, and acceptable performance on examinations which test organizational and administrative abilities.

Use of Consultants

THERE ARE a great number of advantages to be derived from the use of outside consultants and specialists. They can broaden the thinking in an organization and initiate proposals for expansion and change in departmental operations. In addition, with their specialized knowledge, they can refine plans which staff training or time would not permit.

Basically, there are two types of consulting firms, "management" and "specialized." A management consulting firm is an organization of professional management analysts equipped to diagnose problems, gather relevant facts, evaluate courses of action, and recommend specific means of resolving a problem or instituting a program. As the term "management consultant" implies, these services are directed primarily at the management problems of government administrators. "Specialized consultants," by comparison, is a term applied to professional planners such as architects, landscape architects, engineers, site planners, and park and recreation planners. It also applies to those who perform such technical services as mapping, surveying, highway engineering, property evaluation, auditing, and sampling.

The value of consultants has been recognized by many administrators:

First, consultants provide professional competence in dealing with the particular problem at hand.

Second, consultants have the time to get the job done right.

Third, consultants can make available successful experience with similar problems elsewhere.

Fourth, the independent professional status of consultants enables them to be objective.

Fifth, consultants have specialized know-how in working with agencies, councils, boards — in short, the avenues through which action is accomplished.

Finally, the good firms know how government administration operates, from daily experience on the inside. They know what can be done immediately and what takes a little longer.

Cost Factors

Some administrators have been hesitant about using consultants because "they cost too much." Good consulting assistance is not cheap. However, the problems consultants deal with are (or should be) major issues within the department and on their solution hinges the future growth of park and recreation services in the community.

The reputable firms will carefully estimate the steps of the project, the consulting time required for each step, and out-of-pocket expenses. They will submit a cost figure for which they are prepared to enter into a contract. In some instances, a minimum and maximum cost is estimated to allow for possible variation in project difficulty which cannot be anticipated at the outset.

Selection Procedure

The first duty of a department considering the

CASE STUDY

Hennepin County, Minnesota, Park Reserve District

In 1955 the State of Minnesota passed legislation (Minnesota Statutes, Section 398.01 to 398.21) permitting the establishment of park districts which were to be political subdivisions of the state and public corporations. To come into being, the park district had to contain at least part of a county having a population of 350,000 people or more or an entire county contiguous to a county having such a population. The districts, therefore, can be either single or multi-county but do not have to follow county boundaries.

By 1967, one district, the Hennepin County Park Reserve District, had been created. It includes all of Hennepin County and the City of Minneapolis, but does not operate the city's parks. As a matter of policy, the district cooperates in every way with forces seeking to enlarge its present boundaries.

The primary duties of the district are the acquisition, development, and maintenance of large parks, wildlife sanctuaries, forest and other reservations, including public access to historic sites, lakes, rivers, and streams, and other natural phenomena. The district also operates a ski slope, which because of its proximity to densely populated suburbs, has proved quite popular.

The Board of Park District Commissioners consists of 11 members. Four commissioners are elected without party designation by the voters of each of the four election districts within the park district; three at-large members are appointed by the Hennepin County Board of Commissioners; and four are appointed from Minneapolis, two by the city governing body and two by the Minneapolis Board of Park Commissioners. The commissioners serve without compensation for terms not to exceed two years. By secret ballot the board elects a park superintendent to serve as chief administrative officer of the park district. He serves at the pleasure of the board. To qualify, an individual must have at least ten years experience in business or public administration, at least five years of which have been in a responsible administrative capacity, and at least three years in the administration of parks or recreation.

To manage and develop the 11,000 acres currently owned by the district, the superintendent has set up a central administrative office, a planning office, a number of maintenance centers, and housing for resident managers. In addition to a secretarial staff, the department has an accountant, administrative assistant, landscape architect, park planner, 11-man maintenance crew, and each summer 10 college students. There are immediate plans for departmental expansion in the areas of professional foresters, naturalists, and conservationists.

Although the district utilizes the services of many county offices, such as purchasing and highways, it has benefited from the periodic use of outside consultants in the fields of planning, administration, law, and engineering. In seeking the advice of these consultants the department has been able to obtain unique and creative ideas necessary to fulfilling the increasing and changing demands from people in the community. In addition, it has always been department policy to discuss with interested city, county, state, or federal agencies any projected plans for development or problems encountered.

In-service training, a difficult task for any small department, has not been used in the Hennepin County Park Reserve District. However, extensive external resources, such as universities and special training institutes, are utilized.

One of the special activities sponsored by the Rockford, Illinois, Park District is its Annual Playday, of which this juicy watermelon-eating contest was a part.

use of consultants is to define the problem. This seemingly obvious starting point is bypassed in a surprising number of instances. Without adequate definition of the area in which action is required, confusion and misunderstanding often result on the part of decision makers — and no action is taken.

Defining the problem does not necessarily mean the department must make a detailed study or assemble specific details. This is part of the consultant's job. It does mean sufficient discussions to satisfy all concerned on the nature of the problem, its importance to present and future operations, and the kind of results the local government would like to achieve through a study. The American Society of Consulting Planners recommends against writing a specific scope of services because it may inhibit the consultant from suggesting his own creative approach, and also tends to encourage bidding.

The next stage is to choose a number of reputable and qualified firms from those used by other park and recreation departments or from those recommended by the National Recreation and Park Association, the American Institute of Planners, the American Institute of Architects, the American Society of Landscape Architects, the American Society of Consulting Planners, and the Consulting Engineers Council. The following national offices representing these planning disciplines can recommend consulting specialists:

American Institute of Planners, 917 15th Street, N.W., Washington, D. C. 20005. Telephone: (202) 783-0666.

American Institute of Architects, 1735 New York Avenue, N.W., Washington, D. C. 20006. Telephone: (202) EX 3-7050.

American Society of Landscape Architects, Inc., 2000 K Street, N.W., Washington, D. C. 20006. Telephone: (202) 338-8200.

American Society of Consulting Planners, Treasurer, 1707 H Street, N.W., Washington, D. C. 20006. Telephone: (202) 333-2230.

Consulting Engineers Council of the United States, 1155 15th Street, N.W., Washington, D. C. 20005. Telephone: (202) 296-1780.

Consultants don't "bid" on assignments in the commonly accepted understanding of this term.

They do study the project, determine how they would go about its solution, and figure how much that would cost. They are not interested in becoming involved in bargaining or competitive bidding situations.

The number of consultants invited for interviews should be limited to those who will be interviewed in depth and considered seriously for the job. This enables the interviewer to devote more time to each consultant, and to determine carefully each consultant's qualifications. It is best to ask no more than three firms to consider the project.

Equal and sufficient time should be given to each consultant interviewed so that he will have adequate opportunity to present qualifications and to discuss the proposed assignment. Interviews should be arranged so there is no overlap of appointments. For maximum benefit, interviews should be scheduled over several days rather than for one lengthy series. If possible, it is desirable for interviews to take place in the consultant's office.

The final selection should be made with the following eight factors in mind:

1. How long has the firm been in business?
2. What is the background of the principals?

The International Rose Test Gardens in Washington Park, operated by the city of Portland, Oregon, require skilled care by horticulturists and other specialists.

A class in creating and caring for Japanese bonsai trees attracts adults to participate in the recreation program sponsored by the City and County of Honolulu, Hawaii. Before such unusual and attractive programs can be instituted, of course, the necessary instructors must be located and hired.

3. What is their reputation for integrity and practical results?

4. Do the firm's personnel get along with client people?

5. How much time will a partner spend on this assignment?

6. What experience applicable to this problem does the firm have?

7. Does the firm stress "mechanics" or also emphasize the importance of getting results?

8. Are costs and time estimates reasonable?

The consultant should be requested to prepare a recommended program for accomplishing the proposed assignment and, after discussion, to agree upon a program and a mutually satisfactory fee. If a satisfactory agreement cannot be reached, the negotiation should be terminated and the process repeated with another consultant. The program prepared by one consultant should not be used in negotiating with another one without compensation to the consultant who prepared it.

Compensation for professional services may be established by various methods. Among the more common are the following: fixed fee, cost plus a fixed amount or percentage, per diem, salary cost times a factor, and retainer fee. Compensation also may be a combination of these methods.

After being selected, the consultant begins his work along a prearranged schedule. There should be discussion of the study's progress; such a step will be requested by the firm that knows its business. Keeping key people informed of how the project is coming along is part of the consultant's technique for getting acceptance of results before the final report is in and not coming up with "surprises," which inevitably cause problems.

Follow-Through

The consultant will produce working plans, a report, or both, documenting problems and presenting recommendations to solve them. However, a report by itself cannot produce results; it is the responsibility of the administration and the department staff to take action on the findings.

In many cases the report or plans may not be acceptable *in toto*. But the suggestions which are feasible should be implemented as soon as possible. Since consulting firms build their reputations on demonstrated results in operation, they are generally interested in assisting with the follow-through phase. Their experience from work in other departments can be extremely helpful.

Judging from comments gathered during interviews and from questionnaires by the National Association of Counties Research Foundation, sentiment on the value of consultants ranges from elation to disappointment. The director of the Park and Recreation Department of Pierce County, Washington, for example, feels that consultants place too much emphasis on national standards not necessarily applicable to every local situation. To combat this problem, Monroe County, New York, logically advises that all consultants should be made "familiar with local conditions, goals, demands and in general the economic capabilities of the community."

Other problems are also evident. Foremost is the inability of some consultants to meet project time schedules. In certain cases this is due to an over-commitment of work on other contracts by the consultant. Departments considering the use of independent consultants are cautioned to be aware of this. Under any circumstances deadlines and time schedules should be an important part of the contract.

Another noteworthy problem can arise through the use of local rather than outside consultants. Local consultants, although they tend to be more familiar with the requirements of the area, may be easily swayed by local bias. This can result in partially distorted objectivity.

Sample Job Descriptions

DIRECTOR OF PARKS AND RECREATION
San Jose, California

Unclassified Position. This position is in the unclassified (U) civil service.

Definition. Under administrative direction, to plan, organize and direct the work of the Parks and Recreation Department, and to do related work as required.

Distinguishing Features of Work. This is responsible management work as head of a major city department. There is considerable emphasis on planning, programming and public relations due to the intense public usage of the city's parks and recreation areas. Policy and administrative guidance is received from the City Manager. Direction and control of the department's work is accomplished largely through supervision of the superintendent of the parks and of the recreation divisions.

Examples of Work. Plans, organizes, directs and coordinates the work of establishing and maintaining city park areas and of creating and effecting programs of public recreation.

Formulates departmental policy, rules and procedures; sees that these are followed.

Works with citizen and other public groups and with other public agencies to bring about coordinated, effective use of public parks and recreation areas.

Is responsible for preparation and execution of annual departmental budget; represents the department in budget hearings and to the City Council.

Supervises departmental personnel administration including hiring, training, employee relations and grievances, performance reports, salary increases, discipline and termination.

Speaks before groups to encourage participation in and support of municipal parks and recreation activities.

Supervises the making of studies and reports, including advance planning for acquisition and development of public recreation areas; supervises the making of periodic and other reports as indicated.

Necessary Knowledges, Skills, and Abilities (at time of appointment). Thorough knowledge of the philosophy, trends, principles, and techniques of recreation and park usage.

Thorough knowledge of current literature and research in recreation and parks.

Thorough knowledge of the facilities and equipment needed in a broad program of parks and recreation usage, and of proper physical planning and arrangements of parks and recreational areas.

Thorough knowledge of public administration and personnel management.

Thorough knowledge of budget preparation.

Ability to guide and direct the work of the department and its personnel.

Ability to speak and write effectively.

Ability to analyze situations accurately and adopt an effective course of action.

Ability to establish and maintain harmonious and effective working relationships with other city employees, subordinates, and the public.

Ability to determine, interpret, and meet community park and recreational needs.

Desirable Experience and Education. Experience: Five years of progressively responsible full-time paid experience in the public recreation field supervising full-time professional recreation personnel, or in the development, use and maintenance of park and recreation areas; *and*

Education: Equivalent to graduation from college with a major in recreation, or in horticulture, landscape architecture, forestry, or a closely allied field.

SUPERINTENDENT OF PARKS DIVISION
San Jose, California

Unclassified Position. This position is in the unclassified (U) civil service.

Definition. Under general direction, to plan, organize and direct the development, care and improvement of city park and recreational areas, buildings, and equipment; and to do related work as required.

Distinguishing Features of Work. The Superintendent of Parks Division is responsible for the physical properties of the city parks, municipal landscaped areas, and the direction of employees involved in their upkeep. While major decisions of policy are made by the department head, the incumbent uses considerable judgment and initiative in planning and programming the division's work. He works closely with those responsible for recreation programs using park facilities.

The incumbent in this position performs responsible administrative work. He is responsible for the supervision and training of staff, and for coordinating various aspects of the division's program.

Examples of Work. Plans and directs the development, utilization, and maintenance of municipal parks and park facilities, including general park areas, parkways, playgrounds, landscaping of municipal buildings, ornamental gardens, and golf courses.

Directs and controls skilled gardening and grounds development and maintenance workers engaged in planting, cultivating, propagating, pruning, and caring for trees, shrubs, plants, lawns, and flowers; estimates the amount of seeds, fertilizers, shrubs, flowers, and trees needed; orders and directs the removal or replacement of trees, shrubs, plants, and flowers.

Directs the development and maintenance of parks and landscaped grounds to keep them in neat and orderly conditions; inspects completed work as necessary at all of the city parks and landscaped areas, approves changes and repairs; makes recommendations to the department head on major alterations or improvements to buildings and grounds.

Speaks before civic and community groups relative to parks.

Coordinates parks program with recreation activities, school needs and other community recreation and beautification programs.

Prepares personnel and equipment budget estimates for Parks Division.

Requisitions supplies; makes recommendations for the purchase of equipment; supervises the keeping of necessary records and preparation of reports.

Compiles and interprets data for reports and memoranda regarding operating achievements and costs.

Prepares and issues news releases, information bulletins, or special announcements and arranges for poster or other special publicity devices.

Does preliminary factfinding, estimating, and organizing of divisional budget request, with respect to both expenditure needs and revenue sources.

Reviews and approves payroll and time records.

Makes recommendations on the terms of contracts and agreements and enforces the provisions of agreements already in effect.

May represent the department head at meetings of the Recreation Commission, and regularly assists in preparing the agenda, taking notes of proceedings, and compiling official minutes.

Periodically conducts surveys to determine community parks and landscaping needs and to evaluate the adequacy of present service.

Assists the director by assuming responsibility for details of supervision and training of horticultural and grounds maintenance staff.

Interviews prospective employees to determine best placement.

Holds seasonal conferences or workshops to brief the staff on park standards and activities.

Necessary Knowledges, Skills and Abilities (at time of appointment). Thorough knowledge of the materials, equipment, methods, and practices essential to the maintenance and construction of parks and related facilities.

Thorough knowledge of the propagating, planting, cultivating, pruning, and care of plants, flowers, shrubs, trees, and lawns.

Thorough knowledge of the laws and ordinances relating to the care and use of city parks and ability to interpret those to employees and the public.

Ability to plan and supervise the work of a large group of subordinates in a parks program.

Ability to prepare and interpret plans and diagrams of park improvements, and to direct the work relating thereto.

Ability to estimate time and material costs for park area improvements.

Ability to maintain effective harmonious working relationships with other employees and the general public.

Ability to supervise and to plan, organize and conduct training programs.

Ability to speak and write effectively.

Ability to analyze situations accurately and adopt an effective course of action.

Ability to determine, interpret, and meet community recreational needs.

Thorough knowledge of the philosophy, trends, principles, and techniques of park development and maintenance.

Thorough knowledge of current literature and research on parks.

Thorough knowledge of the facilities and equipment needed in a broad park program and of proper physical planning and arrangement of recreational areas.

Thorough knowledge of related community and governmental programs and organizations, and of pertinent laws and regulations.

Working knowledge of the principles of personnel management, supervision and training.

Working knowledge of budgets and budget preparation.

Desirable Experience and Education. Experience: Five years of experience in park development, maintenance, and operating work including two years of supervisory experience; *and*

Education: Equivalent to graduation from college with a major in horticulture, landscape architecture, forestry or a closely allied field. (Additional qualifying experience may be substituted on a year-for-year basis.)

SUPERINTENDENT OF RECREATION DIVISION
San Jose, California

Definition. Under general direction, to assist the Director of Parks and Recreation by supervising the Recreation Division; and to do related work as required.

Distinguishing Features of Work. The incumbent in this position performs responsible administrative work. He is responsible for the supervision and training of staff, and for coordinating various aspects of the division's program.

Examples of Work. Compiles and interprets data for reports and memoranda regarding operating achievements and costs.

Prepares and issues news releases, information bulletins, or special announcements, and arranges for poster or other special publicity devices.

Does preliminary factfinding, estimating, and organizing of divisional budget request, with respect to both expenditure needs and revenue sources.

Reviews and approves payroll and time records.

Makes recommendations on the terms of contracts and agreements and enforces the provisions of agreements already in effect.

May represent the department head at meetings of the Recreation Commission, and regularly assists in preparing the agenda, taking notes of proceedings, and compiling official minutes.

Periodically conducts surveys to determine community recreation needs and to evaluate the adequacy of present services.

May direct a phase of the continuing recreation program, or assume responsibility for a major event or day.

Makes inspection tours of areas, facilities and equipment to determine safety, adequacy, and need of maintenance.

May direct maintenance and coordination of grounds, buildings, recreation areas and other facilities.

Assists the director by assuming responsibility for details of supervision and training of professional playground and recreation center staff.

Interviews prospective employees to determine best placement.

Holds seasonal conferences or workshops to brief the staff on the city-wide program of special events or activities.

Necessary Knowledges, Skills, and Abilities (at time of appointment). Thorough knowledge of the philosophy, trends, principles, and techniques of recreation.

Thorough knowledge of current literature and research in recreation.

Thorough knowledge of the facilities and equipment needed in a broad recreational program and of proper physical planning and arrangement of recreational areas.

Thorough knowledge of related community and governmental programs and organizations, and of pertinent laws and regulations.

Working knowledge of the principles of personnel management, supervision, and training.

Working knowledge of budgets and budget preparation.

Ability to supervise, and to plan, organize, and conduct training programs.

Ability to speak and write effectively.

Ability to analyze situations accurately and adopt an effective course of action.

Ability to establish and maintain harmonious and effective working relations with other employees, the public, and program participants.

Ability to determine, interpret, and meet community recreational needs.

Desirable Experience and Education. Experience: Five years of full-time paid experience in a responsible capacity in an organized public recreation program supervising full-time professional recreation personnel, *and*

Education: Equivalent to graduation from college with a major in recreation.

Desirable Special Qualification. Registration with the California Board of Recreation Personnel of the California Park and Recreation Society is desirable.

RECREATION INTERN
Akron, Ohio

The recreation intern is administratively responsible to the Executive Director of Recreation but may be assigned to work with any staff member. Under the supervision of appropriate staff members, the recreation intern is responsible for a variety of administrative, supervisory, leadership, and other tasks in a program involving work, assigned reading, and conferences.

The intern, as the director of one of the recreation centers, is responsible for a comprehensive recreation program having full charge of the operation of that center and playground. The intern shall also have responsibility for the recreation programs in at least two of the Lighted Schoolhouse recreation centers.

DUTIES AND OPPORTUNITIES AS DIRECTED

1. Organizes, promotes and conducts diversified recreation activities at assigned recreation center and other recreation areas.

2. Participates in a rotated work program especially designed to develop and test professional, administrative, and leadership ability.

3. Assists the Director in the preparation of budget, supporting materials, and work programs for areas assigned.

4. Under general administrative supervision assists in or conducts special studies, experiments and projects to enrich or evaluate the department program.

5. Assists in the interpretation of the recreation program to the public.

6. Attends meetings, including Board and Community meetings as directed.

MINIMUM QUALIFICATIONS

A bachelor's degree based on a major in recreation or related field with above average academic standing and approval of the Director of Personnel of the National Recreation Association.

SALARY RANGE 24

Staffing and Consultants

ACTION PLAN

Each park and recreation department is to a certain degree unique. This quality is reflected in the individuality of the total community and refined by the internal mechanics of the department. However, several generalizations can be made regarding principles of staffing, personnel, and use of consultants.

Public Officials Should:

Design a formalized policy for every aspect of personnel practice. The policy should incorporate the needs of the employee, employer, and the department. It should encompass such subjects as job responsibility, salary, injury compensation, hospital insurance, and retirement.

Select specific methods for staffing parks and recreation departments with trained personnel. The methods are generally broken down into the following: 1) political appointment, 2) local government civil service or merit system, 3) departmental. A fourth type, a combination of civil service and departmental option, may be identified. In fact, this last method seems to be the most serviceable from the point of view of the individual department. It permits a wide attraction of personnel and allows the department to hire those it judges to be best qualified.

Formulate in-service training programs. These are particularly instrumental in creating and maintaining a competent and experienced staff. The programs should be geared to both present and future requirements of the department and be continuously revised. They need not be formal or expensive but should be organized to accomplish development in specific areas.

Consider periodic use of consultants to complement and expand the work done by the staff. Consultants are usually divided into two types, management consultants and specialist consultants. Management consultants are used primarily to study organizational aspects, while specialists such as landscape architects, planners, and horticulturists are used to perfect and improve park and recreation services.

Define the problem for which a consultant may be engaged. This necessitates the categorizing of relevant facts in order to familiarize the consultant with the local situation, to prevent confusion once the consultant begins his work, and to end up with usable information when his work is finished.

Select consultants in coordination with an appropriate national representative body, such as the National Recreation and Park Association, the American Institute of Planners, the American Institute of Architects, the American Society of Landscape Architects, the American Society of Consulting Planners, and the Consulting Engineers Council. These organizations represent the interests of specialists and are well equipped to make recommendations in their fields. Final selection of the consultant depends on the particular needs of the department. Selection should be made only after a thorough investigation by the department.

Expect periodic progress reports from consultants. These reports need not be formal but should be received regularly on a prearranged basis explicitly stated in the contract.

Ensure that the completed document produced by the consultant meets the specifications set forth in the contract. These specifications concern primarily the format, depth of study, statistical material, and verification. The recommendations made by consultants are not always pleasing; therefore considerable discretion should be used before disputing them. Their findings are worthy of close analysis.

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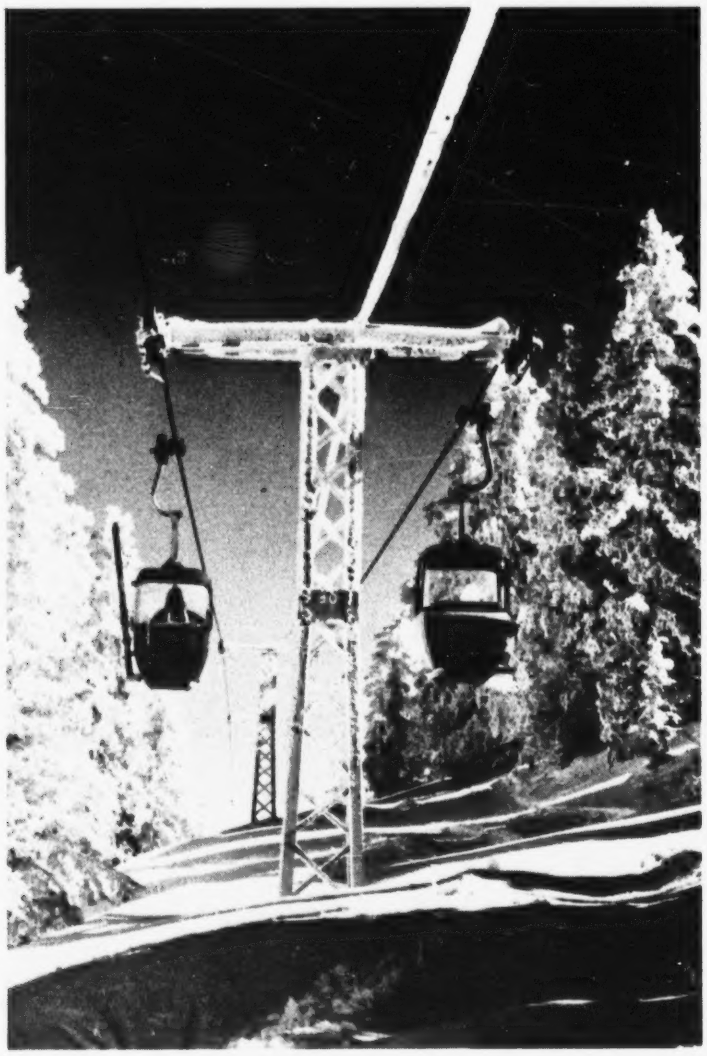

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Community Action Guide
for Public Officials

Outdoor Recreation

5 AREAWIDE AND MULTIGOVERNMENTAL OPPORTUNITIES

THIS is one in a series of ten Community Action Guides designed to provide local elected and appointed policy-making officials and other community leaders with guidelines for establishing a comprehensive outdoor recreation program.

Our objective is to present in concise, non-technical form material that can be used by public officials who make the basic policy decision of how much money will be spent on recreation facilities and where parks will be located. We attempt to point out the importance of furnishing opportunities for outdoor recreation and to suggest methods of organizing a park and recreation department, developing an outdoor recreation plan, purchasing land, and performing related functions. The guides should be useful to administrators, park and recreation directors, county attorneys, planners, public works directors, and others who must deal with selected aspects of the total program. Community groups should also find them helpful.

Our information was obtained from first-hand interviews with officials in over 60 communities with successful programs. We attempt to pass on to like-minded officials the collective experience of these practical, action-oriented officials and civic leaders. To give community leaders an opportunity to study these guides and discuss the ways in which they can be used most effectively, we will hold thirty Outdoor Recreation Institutes throughout the nation in the next two years.

We cannot afford to abuse our natural environment, scar our scenic wonders, and destroy our historic sites. Densely populated metropolitan areas should not be devoid of open spaces and parks. If all Americans are to enjoy their precious heritage, every community must initiate a park and recreation program.

Bernard F. Hillenbrand
Executive Director
National Association of Counties
Research Foundation

Developed in cooperation with the Bureau of Outdoor Recreation, U.S. Department of the Interior

Only cooperative
action by all levels
of government
and private groups
will preserve
rivers for other fishermen.

Community Action Guides for Outdoor Recreation

5 AREAWIDE AND MULTIGOVERNMENTAL OPPORTUNITIES

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Cover photos: Slide, Kenneth R. MacDonald; horses. Hamilton County, Ohio, Park District; city marina, Bureau of Outdoor Recreation; ski-tow, U.S. Forest Service; checkers, Miami-Metro News Bureau.

Areawide and Multigovernmental Opportunities

PARK AND recreation agencies often work with other public agencies, private enterprise, and community service organizations to achieve common park and recreation objectives.

One factor influencing cooperation among cities and counties is the mobility of those seeking recreation facilities in metropolitan areas, which may well spread into two or more cities, counties, and even states. Residents of one jurisdiction who want parks and recreation facilities will travel to neighboring jurisdictions to get them if necessary. Even though residents of a neighboring jurisdiction may be willing to share their facilities, they may be perturbed when they realize that these non-residents are admitted free of charge to the parks which they, the resident taxpayers, finance. To avoid such inequitable tax burdens and to promote wise placement of facilities throughout the metropolitan area, public officials in many areas now cooperate in planning, developing, and operating park systems.

Another factor contributing to cooperation among park and recreation officials and other public officials is the limited amount of funds allocated to some park and recreation departments. Park and recreation departments, especially at the county level, are often among the last agencies to be allocated monies from the general fund, and the amount appropriated is meager in many cases.

To stretch these tax monies, park and recreation directors often consult with boards of education about the possibility of building school-park complexes. Cost-sharing, joint use of land and facilities, and joint use of personnel may result. For the citizen it may mean a saving of tax dollars. Instead of paying for two complexes — a school and adjacent playground plus a park with a recreation center — one facility, the school with expanded play area, is constructed and used to capacity.

A third factor contributing to cooperation among public officials is the nature of the natural resource that is to be developed for park and recreation purposes. Natural resources with great recreation potential, especially waterways, may meander through many governmental jurisdictions. Park and recreation directors of the local governments in the river basin may join forces to develop river parkways.

Government officials may work with private businessmen who operate resorts, ski lodges, and other recreation facilities and with civic groups that undertake recreation projects. Park and recreation officials should consider the contribution of these individuals and groups when assessing community park and recreation needs and should utilize their services.

Regional Cooperation

IN SEVERAL metropolitan areas public officials have taken one of four regional approaches to meet park and recreation demands:

1. They have established a council of governments (COG) to study topics of regional concern, including parks and recreation.
2. They have created a county park and recreation agency with jurisdiction over urban and regional parks.
3. They have promoted formation of an independent park and recreation agency empowered to own and operate a regional park system.
4. They have established a regional planning agency to prepare a comprehensive plan for the area's physical development. The park and recreation plan is one element of this overall development scheme.

Councils of Governments

In 1954 county supervisors representing six counties in the Detroit, Michigan, area met to form the Supervisors' Inter-County Committee. Alarmed at the lack of communication and coordination needed to tackle issues of regional concern, these elected officials created the first council of governments (COG).

Since that time, over 50 such agencies, encompassing population groups of various sizes, have been formed. These voluntary associations may be composed of elected officials from the general purpose units of government exclusively or they may include representatives from school districts and other special districts. The governing board of those governmental units eligible for membership may join by passing a resolution expressing their desire to become members. By following the same procedure, members may withdraw from the organization.

The COG determines the number of representatives each member local government is entitled to, and the number of votes they can cast. Some COGs grant all members an equal number of representatives and votes, while other councils base representation and votes on the population of each member unit.

Business is usually conducted by a general deliberative body composed of all the delegates from the member governments and by an executive committee composed of at least one representative from each member government. The general body usually meets semiannually to approve budgets, assessment schedules, programs, and policy statements formulated by the executive committee with the assistance of a professional staff. The professional staff usually conducts all studies, including those concerning

This fishing lake is located in sprawling, rolling William D. Boyce Regional Park in Allegheny County, Pa., outside Pittsburgh. It was purchased by the new Department of Regional Parks.

CASE STUDY
Puget Sound Governmental Conference, Washington

Four counties, the four major cities located therein, and several smaller municipalities in Washington have formed a regional planning agency named the Puget Sound Governmental Conference. Elected officials of King, Kitsap, Pierce, and Snohomish Counties and the cities of Bremerton, Everett, Seattle, and Tacoma recognized the need for an areawide agency to deal with problems inherent in urban development. The 6,761-square-mile area boasted a population of 1.6 million in 1963, and anticipates a 60 per cent increase by 1985.

When the conference was established in 1957, its activities were limited by state law to the preparation of regional plans on a limited number of topics. Revised statutes now enable the regional agency to conduct facility studies on a host of subjects, including open space. It can formulate recommendations to be reviewed and acted upon by member legislative bodies (city and county commissions). It is authorized to enter into agreements and contract with other government agencies.

Organization and cooperation are keys to the agency's effectiveness. Three elected officials from each member jurisdiction make up its membership. These officials can transform regional plans into local ordinances. An advisory group, the Puget Sound Regional Planning Council, serves as a liaison between the conference and the local planning commissions. Each local planning authority is represented on the 36-member council. To insure effectiveness of both the conference and the council, seven committees, consisting of representatives from every level of government, deal with engineering and planning responsibilities.

The elected president presides over the monthly meetings. A director and a nine-man technical staff carry out day-to-day operations. Conference activities are financed by assessing each member unit on the basis of population percentage and city-county population ratio formulas.

In 1963 the conference published "Project Open Space," supported by 33 technical reports. The study identified open space resources and needs, and presented a plan for retaining sufficient open areas. It recommended that 17 per cent of the land in the four-county area be retained for recreation or conservation purposes. A thorough study of each county and city located existing open spaces, especially parks, and suggested ways to overcome dificiencies. The cost of providing necessary parks was estimated.

Members began to act immediately. In 1964 the conference approved open space acquisitions for six members.

parks, recreation, and open space, authorized by the general policymaking body. Both the professional staff and the general body may be assisted by advisory groups composed of city and county planners and other non-elected local officials.

Because the COG is a voluntary association designed to promote cooperation, its decisions are not binding. Policy is implemented when each member government adopts an identical resolution or ordinance. Action rests on the willingness and cooperation of all members. The case study of the Puget Sound Governmental Conference in this guide illustrates the type of park, recreation, and open space activity undertaken by a COG.

County Agencies With Areawide Jurisdiction

In some metropolitan areas, a county park and recreation agency has been established to furnish the urban parks and recreation programs usually provided by cities as well as the larger regional parks traditionally administered by counties.

The growth of the central city and its suburbs in the county has usually influenced public officials to create such a county park and recreation agency with regional authority. For example, the growth of Indianapolis and its suburbs prompted public officials to establish the Marion County Park Authority in 1963. The authority is responsible for all public parks in the county, from totlots in Indianapolis to regional parks in unincorporated areas.

Prior to 1963 all public parks were under the jurisdiction of one or another of the municipalities in the county, although most of the sites were in Indianapolis. When that city launched an extensive land acquisition program in the 1950's many sites had to be purchased in the unincorporated areas of the county because no tracts of sufficient size remained within its corporate boundaries. As a result of the acquisition program, four metropolitan-sized parks, one in each quadrant of the county, were purchased.

About the same time, city and county officials

The Maryland-National Capital Park and Planning Commission serves Maryland counties in the Washington, D. C. area by providing large regional and stream valley parks.

recognized that the county was becoming urban in nature and that a need existed to provide parks for residents of the unincorporated communities as well as the incorporated communities. They obtained state legislation authorizing the creation of a park district with jurisdiction throughout the county. Indianapolis and all but three of the county's smaller municipalities voted to participate in the regional park system. For more information on the Marion County Metropolitan Park Authority, see the case study in *Guide Number 8, Land Acquisition.*

County park and recreation systems such as the one established in Marion County have several advantages. They have a large tax base and so can finance comprehensive programs too expensive for any one municipality to undertake.

In addition, such a park system serves residents of unincorporated communities with urban park facilities. Many counties provide only regional parks and depend on incorporated communities to furnish neighborhood and community facilities. Under such an agreement, residents of unincorporated suburbs who want urban parks are neglected and must travel to recreation areas in the central city. A county agency responsible for a comprehensive park and recreation system can distribute facilities equitably.

Independent Areawide Agencies

Independent park and recreation agencies have been formed in some metropolitan areas. Unlike councils of governments, these agencies have the authority to implement plans instead of merely to formulate them. They may acquire, develop, maintain, and operate a park system.

These districts are usually governed by an elected or appointed board of commissioners. An elected board of five members sets the policy for the East Bay Regional Park District in California. The Cleveland Metropolitan Park District, encompassing all of Cuyahoga County and one township in Medina County, is governed by three commissioners who are appointed by the Probate Court of Cuyahoga County.

Each regional agency studies the needs of the people it serves to determine the type of recreation facilities it will offer. For example, the Huron-Clinton Metropolitan Authority in Michigan supplements the local parks furnished by counties and communities in its jurisdiction with large parks on the metropolitan fringe. The Maryland-National Capital Park and Planning Commission furnishes local, regional, and stream valley parks for the suburban Maryland counties in the Washington, D. C., metropolitan area.

Land acquisitions, capital improvements, and operating expenses of regional park and recreation agencies are usually financed by a special park tax. The tax rate, usually limited by state law, is customarily based on a percentage of assessed value of the taxable property in the jurisdiction of the agency.

One independent regional park and recreation agency is the Huron-Clinton Metropolitan Authority, which serves a five-county metropolitan area in southeastern Michigan. The authority was

Public lands are a recreation resource, too. In New Mexico, the smallest National Forest, Ghost Ranch, provides tours, a talking beaver, and a fiberglas fisherman to families.

created after the five counties — Wayne, Macomb, Washtenaw, Livingston, and Oakland — urged the state legislature to pass a law authorizing the creation of an agency which would combat pollution on the Huron and Clinton Rivers and establish a 175-mile river parkway.

Separately, each county could do little to plan and develop adequate recreation facilities because of prohibitive costs. By establishing a joint metropolitan authority, all five counties could participate in a coordinated, unified program which would cost each county far less in the long run than if it undertook the work alone. For example, sparsely-settled Livingston County, with hills, lakes, forests, and streams beautifully suited to recreation, could afford to develop parks for densely populated Wayne County, where land is far more expensive and far less adaptable to recreation. Since the people of Wayne would be the major users of the Livingston parks, it was only fair that Wayne should play an important part in Livingston's recreation development.

The state legislature passed the necessary enabling legislation in 1939 (Michigan Public Acts 1939, No. 147). The voters endorsed creation of the park agency in the November, 1940, general election.

The agency is governed by a seven-member board of commissioners. The governing board of each member county names one commissioner, and the Governor appoints the other two members. Even though the commissioners serve at the pleasure of those who appointed them, a 1961 study, *How the Huron-Clinton Metropolitan Authority Responds to Its Public,* concluded that the agency is immune from pressures exerted by the member counties.

This immunity results from the fact that the agency is financed by the special tax instead of monies allocated from the general fund of each member county. If each county contributed money from the general fund on a population basis, with the county of largest population contributing the largest sum, the governing board of that county might demand parks and facilities within its jurisdiction proportionate to its financial contribution. If the authority failed to comply, the dissatisfied member might threaten to withhold its financial support. Under the present system, member counties cannot threaten the park agency in this manner.

Although constituent counties lack financial influence, state law limits the special tax rate to one-quarter mill per dollar of the assessed value of taxable property. Member counties collect the tax and transfer the revenue to the authority.

To assure coordination of the comprehensive park plan with other regional master plans, the Huron-Clinton Metropolitan Authority contracted with the Regional Planning Commission to develop the park plan. The planning commission, assisted by the state Department of Conservation, studied regional park and recreation needs and proposed acquisition sites. To ascertain acreage needs for 1980, the planning commission followed these premises:

1. *One acre of a regional park will accommodate ten park users.* This estimate takes into account that some areas in the park will accommodate a greater volume of users than other natural areas designed for low density use.

CASE STUDY
Manhattan and Riley County, Kansas

Three taxing authorities in Kansas have cooperated to provide park and recreation facilities. The 100-acre Ci-Co Park site was purchased jointly by the City of Manhattan, Riley County, and the board of education in 1962. Site planning and development were undertaken by the recreation commission, the city park board, and the county 4-H council.

In the late 1950's the recreation commission, the 4-H clubs, and the board of education realized the need for additional facilities. A new park with swimming pool, ball fields, tennis courts, and shuffleboard courts was needed in northwest Manhattan. More exhibit space and a larger show ring had to be built to house the annual 4-H fair projects. The fairgrounds were adjacent to the high school football stadium, so when the county sold the land to relocate on a larger tract, the board of education was deprived of a parking lot for use during athletic contests. Since the stadium was old and inadequate, school officials decided to construct a modern one. The ideal location would be in northwest Manhattan, near the high school.

Through informal communication and somewhat by chance, each agency became aware of the search by the others for a new location. When a 100-acre site was found in the northwestern part of the city, the public bodies readily agreed by joint resolution to cooperate in purchasing it. A county agency purchased 60 acres; the remaining 40 acres were divided equally between the city and the board of education.

Consultants from the state university were retained to develop site plans and cost estimates. By formal agreement each party assumed the responsibility of constructing buildings on the land it owned, but the city supervised and coordinated activities. Expenses were shared equally among the cooperating units of government.

Site grading and road surfacing began in 1963, but halted abruptly when all three public authorities ran short of funds. The problem was soon overcome. A petition signed by Riley County voters permitted the governing board to approve a resolution that would provide an annual ½ mill levy for fairground development. A few months later, city commisisoners asked voters to approve a $100,000 bond issue. The board of education followed suit, and asked citizens to endorse a $200,000 bond issue for stadium development.

Grading and installation of facilities were again undertaken in 1965. Ci-Co Park is becoming a reality.

2. *Approximately 15 per cent of the total population visits a park on the average summer Sunday, the peak visitor period.* Thus, the supporting population served by each park will be seven times the number of users. (Supporting population refers to persons living within convenient travel distance from the park.)

By 1980, the population in the five-county area is estimated to be six million. One acre of land will be needed for the 15 per cent who will seek outdoor activity. According to this calculation 90,000 acres will be needed by 1980. Within a 13-year period, approximately 30,000 acres must be acquired.

The Huron-Clinton Metropolitan Authority should be financially capable of acquiring about one-third of the total land needed, or 30,000 acres. The Michigan Department of Conservation and the cities and counties in the region must assume the responsibility for the rest.

The Maryland-National Capital Park and Planning Commission has the dual function of develing parks and preparing comprehensive plans for Prince George's and Montgomery Counties, two suburban areas located in the Washington, D. C., area. This agency was created in 1927 to work with the park agency of the District of Columbia to establish stream valley parks along the tributaries of the Potomac and Anacostia Rivers.

Under the Capper-Cramton Act of 1930, Congress contributes one-third of the cost of stream valley land; the remainder is financed by the com-

CASE STUDY

East Baton Rouge Parish, Louisiana

Baton Rouge, Louisiana, like many other industrial communities, experienced tremendous growth during World War II. In 1945 the incorporated City of Baton Rouge contained an area of slightly more than 5 square miles and a population of 35,000 to 40,000 persons. The remainder of the population lived in the unincorporated parish (county) territory, the government of which was rural in character and poorly equipped to provide urban services or to control urban growth.

Governmental and physical development as such had reached a standstill because the City of Baton Rouge could not provide for the needs of the increased population when the vast majority of that population lived outside the city limits. The parish governing authority, on the other hand, was not legally equipped to do so. Alternatives were possible. Additional municipalities could be created to serve the new areas, or additional legislation could be sought to permit creation of special districts.

Neither plan provided for overall development of the community, so a group of interested citizens proposed a unique "Plan of Government" which was adopted subsequently by parish residents. A new municipal legal structure, formed in 1947, provided the following: It extended the city limits of the City of Baton Rouge from 5 square miles to approximately 30 square miles so as to include within the city most residential areas of the parish; it provided for a mayor-president-council form of government; it consolidated the major government departments; it created urban, industrial, and rural areas for taxing purposes; and, most significantly, it provided that no additional municipalities would be created, thus eliminating the possibility of competing jurisdictions.

At the same time that the new form of government was adopted, a Recreation and Park Commission was created for East Baton Rouge Parish. The commission, created separately from the new government, was chartered in 1946 as a separate body to develop, maintain, and operate public park and recreation resources for all residents of the city-parish.

Later, it became an important agency for dispensing areawide services when it was granted exclusive responsibility for the provision of park and recreation facilities, as well as maintenance, management, and control of all the parks, playgrounds, and other property permanently devoted to recreation purposes belonging to the City of Baton Rouge and East Baton Rouge Parish. The commission is recognized as a true municipal corporation with the right to sue, to be sued, to incur debt, and to tax for its support. Money for the purchase of land, construction of new facilities, maintenance, and operation is obtained from taxes and bond issues voted by the property owners of the city-parish and from income from facilities, concessions, and programs.

The Recreation and Park Commission enjoys a fine

Shoshone Park in Idaho is the result of cooperative efforts by the U.S. Forest Service, Shoshone County, and a private club from Wallace, Idaho. The park was originally begun during the CCC era.

mission. Two-thirds of the parks owned by the commission are located in stream valleys. However, greater emphasis is now being placed on acquiring and developing local and regional parks in other sections within the commission's jurisdiction. An accelerated land acquisition program has increased park sites by 50 per cent since 1958; by 1980 public holdings should expand from the 6,500 acres in commission ownership in 1967 to 40,000 acres.

In addition to providing parks, state enabling legislation empowers the agency to make, adopt, and amend a general plan for physical development of the two-county area. The governing boards of both counties adopt the plan by resolution and implement it through zoning decisions and subdivision regulations. The commission meets with its counterpart agency in Washington, D. C., to coordinate the general plan of the suburban counties with the plan developed for the city of Washington.

rapport with the other units of local government in the parish. There are two incorporated municipalities within the parish — the Town of Zachary and the City of Baker. Both have recreation commissions of their own, but they look to the parish Recreation and Park Commission to staff their programs and in some cases to provide facilities and maintenance.

The commission has a close working relationship with the East Baton Rouge Parish School Board, fostered in part by the school board representative on the commission policy committee. The two groups work together through jointly sponsored athletic events, playground programs, and special events such as Easter egg hunts and Christmas programs. The commission developed playground equipment at many schools where the school and the commission use the equipment jointly.

The programs of the Recreation and Park Commission continue to grow each year as facilities and expanded programs are offered. A glimpse at some statistics reflects the tremendous growth in commission activities since its inception in 1946.

	1945	*1965*
Activity Areas	3	126
Park Acres	176.9	1,441.50
Staff	6	357
Budget	$10,646.40	773,387.50
Playground Programs	4	55
Golf Courses	1	5
Junior Softball Teams	0	210
Recreation Center	1	9

Cooperation With Schools

ONE RESPONSIBILITY of cities and counties is to encourage citizens to use their leisure hours constructively and in a self-satisfying manner. To this end, local government must provide recreation facilities and opportunities for citizens to utilize old skills and develop new ones. The skills the citizens seek to improve were probably taught at school. Boards of education are responsible for teaching skills; city and county recreation departments are responsible for supplying the facilities citizens may use to improve these skills during leisure hours.

The primary concern of the park and recreation agency, while not identical with that of the school system, certainly overlaps it to a great degree. Therefore, it seems only logical to combine in one physical plant and the surrounding land, a facility serving both recreation and education needs. In some cities and counties, the board of education operates the park and recreation system. For more information on these consolidated programs, see *Guide Number 3, Organization.*

In many cities and counties, parks are located adjacent to many public schools. Small neighborhood parks are built in conjunction with elementary schools which serve a one-half mile radius or a square mile, while community parks and district parks are usually located next to junior and senior high schools.

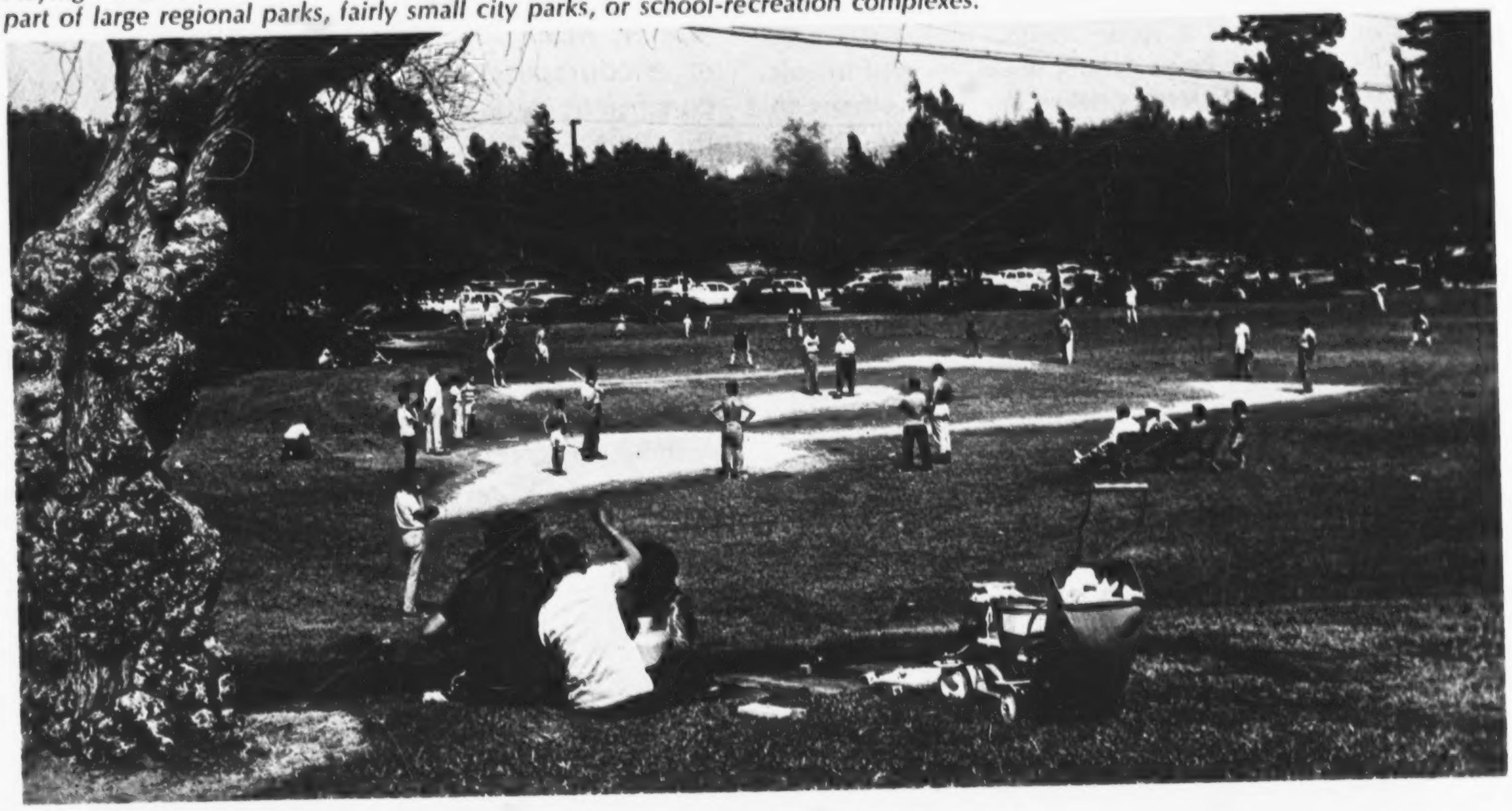
If the city or county and board of education decide to construct school-park and recreation centers, representatives from the respective groups and the planning department must coordinate their activities from the conception of a project to its completion. Selection and acquisition of the school-park site should be a joint effort.

Baltimore County Program

In Baltimore County, Maryland, a school district representative acts as the land acquisition agent and negotiates and pays for the proposed school-park site. The county then reimburses the education authorities for the proposed parkland according to a prescribed formula. For elementary schools located on a 34-acre tract of land, the board of education pays for 14 acres and the county park and recreation department pays for the remainder, up to 20 acres. If more than 34 acres are acquired, the cost of additional acreage is borne on a 70-30 per cent basis, with the school district paying the larger amount. The cost of developing the site is shared according to the same formula.

Junior high-recreation sites, containing 35 acres, are financed on an 85-15 per cent division of cost basis; school authorities pay a higher percentage, and hold title to 29.75 acres. Senior high-park facilities built on a 50-acre site are financed on the same 85-15 per cent formula. School officials take title to 42.5 acres of the site.

Playing fields like this one in Los Angeles' Griffith Park can be set up as part of large regional parks, fairly small city parks, or school-recreation complexes.



CASE STUDY

Richland and Lexington Counties, South Carolina, Joint Planning Commission

Until 1962 there was no coordinated planning among any of the local governments in the Lexington and Richland Counties metropolitan area of South Carolina. In 1962 the South Carolina legislature created a joint county planning commission and gave it primary responsibility for studying development in the entire two-county area, and for preparing plans to promote orderly and economic development. The commission was assigned responsibility to propose and promote development of metropolitan and non-metropolitan areas of both counties whenever it was to their mutual benefit. The respective county, municipal, state, and federal agencies with jurisdiction in the two-county area retained individual responsibility for adopting and implementing the plans.

Since the area lacked a comprehensive plan for recreation, the Joint Planning Commission was authorized to include recreation planning in its general plans. The commission published the first part of its areawide recreation plan, "Area and Facilities," in 1966.

The total population of the Richland-Lexington area in 1960 was 260,800. Estimates indicate that the population will grow to 460,000 by 1985 — a 76 per cent increase. If that rate of growth continues, the area will realize a 100 per cent population increase by the year 2000. Because of rapid industrialization, income and education levels are expected to rise, also. All these trends indicate a greater demand for recreation facilities and programs in the future. Open space land acquisition programs will be necessary in the entire area. Existing recreation facilities and programs are already inadequate.

Tentative recommendations made in the recreation plans are significant because they reflect regional problems and the need for regional solutions. Even though the plan is a guide for each local government in the area, it is an important step ahead, for it covers the entire metropolitan area and has opened up communication among the independent governments.

The Joint Planning Commission is studying several areawide approaches for the provision of adequate park and recreation programs. They include:

1. A joint Lexington-Richland recreation planning council for the area to provide leadership in implementing the regional plan.
2. A Lexington County recreation and park program to provide park and recreation activities and facilities for all county residents.
3. A Richland County-City of Columbia park and recreation program to consolidate existing programs of the city Park and Recreation Department and the Richland County Rural Recreation Commission. Planners feel that if Lexington County would develop a county park and recreation program similar to the proposed Richland - Columbia consolidated program, it might lead the major jurisdictions to agree to create a Lexington - Richland recreation and park district with an areawide commission to administer it.

There are many good reasons for an areawide program in the Lexington-Richland area. There is the need for recreation and park programs for the residents of the entire two-county area. Already good working relationships between the city and county governments exist. Richland County presently operates a countywide public library system and an effective two-county airport commission operates the metropolitan area airport. An areawide recreation program would centralize park and recreation administration, providing for greater efficiency in financing. If the elected governing board members of the major jurisdictions appointed commission members, the program would be politically responsible to the voters.

As of late 1966, the recreation plan for Lexington and Richland Counties is only a guide. It is a good first step, however, in the direction of a park and recreation program for the entire area.

The school-recreation building must be designed to serve both students and recreationists. Recreationists using playfields and other outdoor facilities after school hours should have access to restrooms, equipment rooms, gymnasium, showers, and lockers. These rooms should be grouped in one area and closed off from the rest of the physical plant when school is not in session. Provision must be made for recreation department personnel in the school-recreation complex. The city or county employee administering the recreation program should have an office, preferably located near the school administrative offices at the main entrance.

Priorities for using the building and play equipment should be part of the policy developed

Trailside Lodge at Westchester County's Blue Mountain Reservation in Peekskill, N. Y., is available to groups up to thirty in number for many varied uses during all seasons.

jointly by the board of education and the park and recreation department. Arrangements for sharing the costs of custodial services, heating, and electricity should be made.

Personnel Policies

In Fresno, California, where school-recreation centers are operated, the director of parks and recreation is a joint employee of the city and the school district. All recreation leaders assigned by the department to district schools must be approved by the appropriate school principal. By following these joint hiring procedures, conflicts of personality can be avoided, and both the school and park programs can operate smoothly.

Some communities sponsoring summer recreation programs at school sites employ schoolteachers to administer the program. The wisdom of this arrangement has been praised by some and criticized by others. Professional instructors, especially those with physical educational training, may be well qualified. They are experienced in working with children and can be an asset to the small park and recreation department that operates on a minimal budget.

However, some park and recreation directors indicate that students tend to identify instructors with only one role — that of a teacher. When teachers administer recreation programs, students tend to react as though the leisure-time activity is a continuation of their formal instruction. They may look upon recreation as a homework assignment instead of a leisure-time activity.

Multigovernmental Cooperation

LOCAL park and recreation officials work cooperatively with other city and county departments and special districts in planning, operating, and maintaining parks and recreation facilities. For example, the Manhattan, Kansas, Recreation Commission joined forces with the City of Manhattan, Riley County, the board of education, and the county 4-H council to buy a 100-acre tract of land and develop Ci-Co Park (for city-county) in Manhattan (see case study).

A second example of multigovernmental cooperation is found in Douglas County, Nebraska, where the county has retained the Omaha park and recreation director as a consultant on land acquisition. The city park and recreation director studies the park needs of Douglas County residents who live in subdivisions just outside the city limits. He then locates vacant land in these neighborhoods which could be purchased and developed into parks and advises the county governing board to acquire the sites. For a more complete account of the cooperative arrangement, see the case study in *Guide Number 8, Land Acquisition.*

Montgomery County, Pennsylvania, offers financial and technical assistance to municipalities within its boundaries. The county commissioners recently adopted an open space land acquisition program calling for the expenditure of $200,000 annually for eight years. Of this amount approximately $60,000 annually will be available to municipalities wishing to purchase land for park and open space purposes. Municipalities may use county funds to cover up to 20 per cent of the total cost of the land.

The citizens of Baker, Louisiana, a city in East Baton Rouge Parish (county), now enjoy a 100-acre golf course with a clubhouse and pro shop which was constructed primarily as a result of cooperation among many government agencies, civic clubs, and determined citizens. In the early summer of 1962 some Baker residents presented to the East Baton Rouge Recreation and Park Commission a petition bearing 500 names asking for technical and financial assistance in building the golf course. Simultaneously, they organized a campaign to raise money for the project. Work on the course began after preliminary funds had been raised. Approximately $9,000 was raised by volunteers who sold one-year family memberships to the course. This sum, turned over to the East Baton Rouge Park and Recreation Commission (BREC), was supplemented by $5,000 appropriated by East Baton Rouge Parish.

By mid-summer of 1962, volunteers were working alongside men from the BREC maintenance department, the parish Department of Public Works, and prisoners from the sheriff's office to clear the dense thicket of trees and underbrush from the site.

While the land was being cleared and grass planted on the course, a clubhouse was being designed by a volunteer who designs small houses as a hobby. Building materials were solicited from local businessmen. Contractors furnished heavy equipment, suppliers donated grass seed, and vol-

This detail shows part of the Japanese garden located in Washington Park, maintained by Portland, Oregon.

unteers developed the golf course. Materials and services were also donated for the clubhouse. Skilled bricklayers voluntarily spent weekends laying the walls of the structure, a combination of Southern colonial and French provincial designs. Plumbers, carpenters, and other skilled craftsmen offered their services.

In a little over a year the course and clubhouse were completed for a total outlay of $36,260. Of this sum, $24,500 was appropriated by the city-parish council, $3,000 was appropriated from BREC, and $8,760 was raised from the sale of club memberships. Approximately $21,000 of the total funds available went into the course and the remainder into the clubhouse. The first nine holes would have cost more than $100,000 if built by a contractor, according to one professional estimate. Three contractors estimated the cost of the clubhouse, driveway, and parking lot at $57,000 to $60,000 if they had been built by contract.

CASE STUDY

Westchester County, New York

Westchester County, a large urban county within the New York City metropolitan area, cooperates with its towns and cities to furnish a variety of outdoor recreation activities and facilities. Since 1922 the county park and the county recreation commissions (consolidated in 1961 to form the Westchester County Department of Parks, Recreation and Conservation) have followed a policy of furnishing services to constituent municipalities and supplementing their programs. The county concentrates on providing regional parks and programs and other needed facilities that cannot be furnished by the cities for reasons of acreage requirements, capital and operating costs, or minimum numbers of patrons to justify development of the facility at the municipal level.

The county department does not provide recreation areas and equipment, such as totlots and playgrounds, that can be supplied more efficiently by individual municipalities. This policy has encouraged each municipality to establish a park and recreation department staffed with a professional director who plans and helps implement programs designed to serve local citizens. Westchester County urges municipalities to take advantage of its personnel inservice training programs and personnel recruitment services. In addition, the county department undertakes major studies of community park and recreation requirements and plans for specific recreation facilities that may be needed.

Westchester County currently operates 17 parks, offering activities ranging from camping, hiking, and skiing at Ward Pound Ridge Reservation to special programs such as summer outdoor concerts and ice skating at the Kensico Dam Plaza. Bathing beaches, bridle trails, baseball diamonds, playgrounds, and a sportsmen's center are also provided at various county parks.

Fees and charges are imposed for the use of many facilities. Acquisition and initial capital improvement costs are financed as an overall county tax, since recreation areas are available to all county residents. Fees are charged to persons using the facilities on the premise that those using them should help pay operating costs. The overall department budget is not specifically related to fees collected for each activity. During the 1967 season, it was anticipated that fees would cover approximately 67 per cent of the operating costs.

Efforts have been made to keep fees from prohibiting use of public areas by the underprivileged. Various private groups associated with the Park, Recreation and Conservation Department raise funds to permit underprivileged children to participate in recreation activities. State and federal assistance programs are used to provide adequate financial support for activities provided in low-income areas.

The overall schedule of revenues and expenditures for the county department's operating budget for three previous years follows:

	1966	1965	1964
Operating Account	$2,812,344	$2,674,630	$2,628,559
Equipment	93,601	75,319	94,343
Non-Recurring	212,438	214,737	258,235
Capital	609,416	1,485,414	4,412,000
Revenue	2,044,908	1,892,758	1,792,793

Westchester's city-county division of responsibilities and cooperative relationship has led to the formation of an excellent, comprehensive park and recreation program. In the words of the county park and recreation commissioner, "We are firmly of the opinion that this cooperative arrangement provides for the most efficient and responsive program to meet the diversified needs of all the residents of Westchester County."

This portion of a ski slope in one of Allegheny County's regional parks has been set aside for sled riding. Only necessary improvements are made in the majority of the county's expanding regional parks.

The new facility is expected to add to the property values and general appearance of the area. As a self-supporting project, it is expected to return a profit to the parish each year.

Other Cooperative Options

IN SOME cities and counties the park and recreation department, lacking heavy trucks and equipment, calls on the public works department to grade park sites, install underground irrigation systems and water systems, and perform other necessary excavation work. In some cases the public works department may develop the entire site in accordance with park and recreation department plans. Maintenance and operation is then the responsibility of the park and recreation agency. Access roads are sometimes constructed by the public roads agency.

The park and recreation agency may be required to reimburse the developing agency for services rendered. In other cases, the city or county governing board allocates to the public works department an amount from the general fund sufficient to cover the cost of developing parks.

Local Departments

This method of employing other public agencies to develop park sites has both advantages and disadvantages. Joint use of equipment and manpower may save tax dollars. No study has been undertaken to substantiate the theory that money is saved or to determine the extent of savings. However, park and recreation professionals surveyed by the National Association of Counties Research Foundation did cite reduction of costs as an advantage of joint development. One disadvantage of retaining the work crews and equipment of another public agency to develop park sites is the difficulty of scheduling. Work crews and equipment may not be available when needed by the park and recreation director. Coordination of schedules between the two department heads is mandatory.

Park and recreation departments frequently assume operation and maintenance of facilities developed by irrigation districts. The Helix Irrigation District of California constructed a dam which impounds water in Lake Jennings. To make the lake area a haven for recreationists, the irrigation district constructed an overnight camping area and additional improvements. The district contracted with San Diego County to operate and maintain the area. In addition to performing "housekeeping" chores, the county may fix and collect fees and grant the right to operate concessions.

State and Federal Agencies

Local officials should maintain close liaison with state and federal agencies in planning and operating their park and recreation programs. Financial and technical assistance available to local governments from state and federal agencies is described in *Guide Number 7, Technical and Financial Assistance*.

Coordination of local park and recreation master plans with the state outdoor recreation plan is of increasing importance. Approval of local projects for the federal Land and Water Conservation Fund is contingent on coordinated planning. State agencies responsible for natural resource conservation, parks, fish and wildlife, agriculture, and highways should be contacted by the local park and recreation director for assistance.

Cities and counties may combine efforts with state agencies on specific projects. For example, a county may work with the state fish and game department to stock a lake or pond.

Working with agencies having related interests is undertaken to serve citizens more adequately, efficiently, and economically. Wise land use, conservation, and saving of taxes may be the results.

The Private Sector

Public officials are assisted in their efforts to meet the demand of outdoor recreation opportunities by private enterprises and public service organizations. Privately owned enterprises operated for a profit are open to the public. Water sports and activities which make extensive use of the land, such as skiing, picnicking, and hunting are the most popular. According to the Outdoor Recreation Resources Review Commission study of private outdoor recreation facilities, many of these private facilities are located near public recreation areas and thus can supplement the public recreation program.

Local officials should encourage the owners of private recreation enterprises to furnish facilities that will complement the public park and recreation system. Public officials may inform the public and attract tourist dollars to the locale by distributing brochures describing the variety and quality of public and private recreation facilities available.

Local officials may work with individual landowners to acquire public access to private land for hunting, camping, and picnicking. Access may be obtained by voluntary agreement between the government and the property owner, by public acquisition of easement rights, by lease, and by other methods. Landowners can be induced to permit public access if tax concessions or some other beneficial arrangement is granted.

A limited number of large corporations furnish recreation facilities for employees and their families. Picnicking, softball, swimming, fishing, golf, and tennis are among the most popular activities offered. Company facilities also include water resources, fishing lodges, and campsites. Public officials should encourage companies to assist them in meeting recreation demands by offering technical aid and other advice.

The recreation services rendered by philanthropic, religious, and public service organizations are discussed in *Guide Number 10, Citizen Support*.

This beach scene was taken at Kensington Metropolitan Park, operated by the Huron-Clinton Metropolitan Authority, which serves residents throughout the Detroit area.

Areawide and Multigovernmental Opportunities

ACTION PLAN

Local officials cannot afford to plan and operate park and recreation systems in isolation. They must cooperate and coordinate their activities with departments and agencies of every level of government, and they must work with private enterprise.

Public Officials Should:

Form a council of governments (COG) composed of elected officials from jurisdictions in the metropolitan area. The COG should study topics of common concern, including park and recreation. It should develop a park and recreation plan for the entire metropolitan area. Planners and park and recreation directors from member jurisdictions of the COG should work with the COG staff in drawing up the plan. Elected officials should review the completed plan and hold public hearings to permit residents of each member jurisdiction to voice their opinions. A park and recreation plan acceptable to residents and elected officials should be formally adopted by the COG, and elected officials should begin to implement the plan immediately.

Establish a county park and recreation agency with areawide jurisdiction, where feasible. This agency should be responsible for administering all the public recreation programs and parks in the county, including urban facilities located in incorporated communities.

Obtain authority from the state to create a special park and recreation district or a regional planning agency to serve the entire metropolitan area and also to develop an areawide park and recreation plan if regional cooperation cannot be achieved by establishing a council of governments or a county park and recreation agency with areawide jurisdiction. The special district must be held accountable to the public through the democratic process. Elected officials of the general purpose units of government that are within the area served by the special district should have administrative or budgetary control over the district.

Cooperate with local school officials to construct school-park complexes. The school building should be designed to accommodate recreationists, and the park should be accessible to students during recess, before and after classes.

Discuss the acquisition and development of facilities near political boundaries with park and recreation officials of adjacent jurisdictions. These facilities will probably attract recreationists from both units of government. By working together officials can avoid placing similar facilities in the same service area.

Coordinate the work of the park and recreation department with other departments, including public works, welfare, personnel, central purchasing, and other appropriate departments of local government.

Cooperate with appropriate state and federal agencies to receive financial and technical assistance and jointly develop parks, reservoirs, and other recreation projects.

Encourage the private sector to develop recreation facilities that will supplement, not duplicate, public facilities.

Urge individual landowners to permit public access to their property for hunting, fishing, camping, and other recreation activities.

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NATIONAL ASSOCIATION
OF COUNTIES
RESEARCH FOUNDATION
1001 Connecticut Avenue, N.W.
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Developed in cooperation with the
Bureau of Outdoor Recreation,
U.S. Department of the Interior

Community Action Guide
for Public Officials

Outdoor Recreation

6 FINANCING

RC002889

THIS is one in a series of ten Community Action Guides designed to provide local elected and appointed policy-making officials and other community leaders with guidelines for establishing a comprehensive outdoor recreation program.

Our objective is to present in concise, non-technical form material that can be used by public officials who make the basic policy decision of how much money will be spent on recreation facilities and where parks will be located. We attempt to point out the importance of furnishing opportunities for outdoor recreation and to suggest methods of organizing a park and recreation department, developing an outdoor recreation plan, purchasing land, and performing related functions. The guides should be useful to administrators, park and recreation directors, county attorneys, planners, public works directors, and others who must deal with selected aspects of the total program. Community groups should also find them helpful.

Our information was obtained from first-hand interviews with officials in over 60 communities with successful programs. We attempt to pass on to like-minded officials the collective experience of these practical, action-oriented officials and civic leaders. To give community leaders an opportunity to study these guides and discuss the ways in which they can be used most effectively, we will hold thirty Outdoor Recreation Institutes throughout the nation in the next two years.

We cannot afford to abuse our natural environment, scar our scenic wonders, and destroy our historic sites. Densely populated metropolitan areas should not be devoid of open spaces and parks. If all Americans are to enjoy their precious heritage, every community must initiate a park and recreation program.

Bernard F. Hillenbrand
Executive Director
National Association of Counties
Research Foundation

Developed in cooperation with the Bureau of Outdoor Recreation, U.S. Department of the Interior

Financing a strong
park and recreation
program requires
as steady a flow
of funds as
this waterfall.

Community Action Guides
for Outdoor Recreation

6 FINANCING

Enabling Authority

Financial Criteria and Standards

Capital Improvement Budgeting
A New Tool: PPBS

Methods of Financing

General Fund Appropriations
Bond Issues
Bank Loans
Pay-As-You-Go Financing

Special Revenue Sources

Fees and Charges
Special Taxation
Concession Arrangements
Gifts and Trusts

Action Plan

Photo credits: Waterfall, Santa Clara County, Calif.; ski slope, Allegheny County, Pa., Division of Photography; basketball, Franklin A. Steinko, Jr., NACO; swan scene, Judith Finlayson, NACO; Mount Hood, Union Pacific Railroad, Navy airplane, William Watson & Associates, Inc.; tennis player, Franklin A. Steinko, Jr., NACO; art class, Paul Parker, courtesy National Recreation and Park Association; sailboat, Franklin A. Steinko, Jr., NACO; toilet, Allegheny County, Pa., Division of Photography.
Cover photos: Slide, Kenneth R. MacDonald; horses, Hamilton County, Ohio, Park District; city marina, Bureau of Outdoor Recreation; ski-tow, U. S. Forest Service; checkers, Miami-Metro News Bureau.

Financing

COUNTYWIDE park and recreation systems are of relatively recent origin in the United States. Of the 87 agencies in counties with a population over 100,000 analyzed in this study, 64 were created within the last ten years. County expenditures for park and recreation purposes in these counties have soared from $62,887,651 in 1960 to $118,268,002 in 1966, an increase of 83 per cent. General overall bonded indebtedness by local governments rose from $5.4 billion in 1956 to over $10 billion in 1966. These statistics show the urgent need for stable financial planning and policies for the future, a future bound to bring increased demands for park and recreation programs.

It is widely recognized that the cost of land for recreation is spiraling at a phenomenal rate nationwide. If existing budget limitations continue, land speculation in many areas will virtually preclude substantial purchases of land unless local governing boards realize that they must act quickly.

This guide describes the various methods for financing local park and recreation departments. Grant-in-aid programs and other financial sources currently available are dealt with in *Guide Number 7, Technical and Financial Assistance.*

Enabling Authority

EVERY department of local government must necessarily take into account the various limitations and restrictions placed upon its budget by ordinances and statutes. These regulatory provisions dictate to appropriation bodies the manner and extent to which tax revenues are allocated for park and recreation uses.

Most local spending authority is broad and leaves many details to the department executive. However, many state limitations on debt, taxes, and revenue sources are unrealistic in relation to overall local need. Although local government bodies are in a much better position to determine sources of revenue and tax limitation, state regulations concerning their operation must be considered in financial planning. For instance, 34 of the 50 states have placed constitutional limitations on borrowing by local governments and 14 have accomplished the same effect by statutes. In almost every state limitations are computed on the assessed value of real and personal property without regard to the relationship of assessed value to market value.

To carry out an effective program county and municipal governments need the legal authority to (1) collect taxes and special charges; (2) issue general obligation, limited obligation, and revenue bonds; (3) increase or eliminate debt limitations for recreation and park bonds; (4) refund for lower interest rate; (5) enter into intergovernmental agreements; (6) make service charges against tax-exempt properties; (7) acquire property by gift, purchase, easement, or eminent domain; (8) accept grants-in-aid.

Financial Criteria and Standards

PARK AND recreation objectives and standards are determined by elected officials, local planners, park and recreation officials, and citizen advisory groups. These goals, criteria, and standards are principles which form guidelines for both short-range and long-range financial programs based on needs identified in the park and recreation plan. These consist of proved methods of financing and accounting, such as taxing authority, the amount of money available for the department's program, and money accruing from donations, endowments, and federal and state aid programs. The standards reflect decisions made from past experience and selections from alternative methods of meeting the needs of the public. They are also necessary for the successful implementation of capital budgeting.

Setting financial criteria is generally a matter handled individually by each level of government. Budgeting requirements and fiscal administration should be tailored to the particular capabilities of local government and should not be superimposed using characteristics not indigenous to an area.

In their text, *State Recreation,* Harold Meyer and Charles Brightbill suggest several general factors to be considered in financing local recreation facilities:

1. The financial status, capacity, and limitations of the government with regard to tax rates and revenue measured against expenditures and debt payments.

2. Content of the basic legislative authorization defining the purpose and scope of the effort.

3. Budgeting needs and expenditure of other programs which contribute to the development of community recreation.

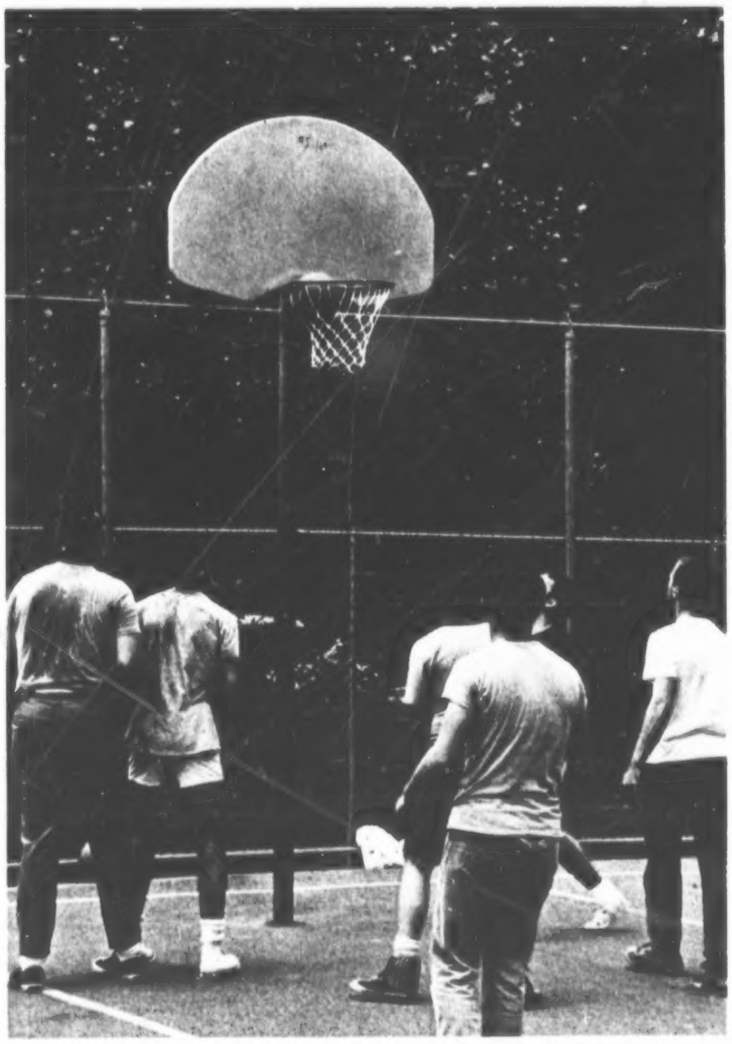
4. Availability of local public and private recreation finances and resources, plus the general economic levels of communities and family income and living conditions.

Capital Improvement Budgeting

Capital improvement budgets are designed to provide specific details on sources of revenue and the means of financing the projected capital improvement plan. The degree of sophistication

Skiers from throughout the Pittsburgh area can use the slope developed by Allegheny County in Boyce Regional Park.

Outdoor basketball courts provide recreation opportunities to young adults as well as children on afternoons and weekends.



and depth of this budget is taken into account when investment houses determine county credit quality.

It is through capital budgeting that long-term improvements can be weighed against the financial capabilities of local government. In this manner it is possible to place each proposal in a value relationship with all other needs, thus establishing relative priorities for implementing the budget program. Many counties find an annual revision of their five- or ten-year capital improvement plans desirable.

The establishment of financial criteria is a matter individually determined by each locality. Baltimore County, Maryland, for example, uses the following supporting factors in presenting a five-year capital improvement budget:

1. The number of children and teenage youths.

2. The number of retired and senior citizens, and the number of handicapped people and school dropouts.

3. The increasing free time of people, particularly in industrial areas, resulting from automation and decreasing work time.

4. Increasing citizen interest in their families and homes, and in the order, beauty, and sanitation of their neighborhoods, evidenced by support of the local open space legislation and poverty programs.

5. Increasing public awareness that recreation areas, parks, and open space add to the value of properties, as seen in support for recreation and park bond issues.

6. The increasing emphasis on fitness activities as an aid to physical and mental health. This is especially emphasized in the growth of programs and use of facilities by older youths and adults.

7. The increasing number of people involved in the affairs of recreation and parks in the county, including council members and volunteer leaders.

8. Serious overcrowding of existing facilities, leading to heavier maintenance and leadership costs at many parks and school-recreation centers.

A New Tool: PPBS

Emerging responsibilities of state and local governments necessitate improvement of resource allocation and coordination at all levels of governments. To achieve this desired coordination, a new technique known as the Planning-Programming-Budgeting System (PPBS) has been devised. The federal government plans to implement the new system in 21 departments and agencies, and to use it in preparation of future budgets. The system is intended to provide a continual review of government objectives, to establish priorities for program action, and to relate the effectiveness and cost of existing and proposed programs to their objectives.

A series of pamphlets published by The George Washington University, State-Local Finances Project, in cooperation with the National Association of Counties (NACO) and several other government associations, identifies several distinctive characteristics of PPBS.

PPBS focuses on identifying the fundamental objectives of the government and then relating all activities, regardless of organizational placement, to them. Future needs are explicitly considered.

All pertinent costs are considered, direct, capital, non-capital, and associated support costs (such as employee benefits, associated and building maintenance costs).

Systematic analysis of alternatives is undertaken. This characteristic is the crux of PPBS. It involves (a) identification of government objectives; (b) explicit, systematic identification of alternative ways of carrying out the objectives; (c) estimation of total cost implications of each alternative; (d) estimation of the expected results of each alternative; and (e) presentation of the resulting major cost and benefit tradeoffs among the alternatives, along with the identification of major assumptions and uncertainties.

The PPBS pamphlets can be obtained by writing to State-Local Finances Project, The George Washington University, 1145 19th Street, N.W., Washington, D. C. 20036.

The applicability of PPBS principles to parks and recreation department financial planning is recognized since it is an across-the-board government program. Use of PPBS not only will save the department a considerable amount of time and money but it will virtually eliminate the possibilities of duplication and mismanagement.

Presently, most county departments submit individual budget requests which are passed upon by the county finance or budget department. The park and recreation budget is prepared initially by the department director and his staff. It demands careful planning and requires explicit justification for each item. The director is usually expected to defend each expenditure with facts and statistics to the board and the public.

Methods of Financing

THE TREND now is toward encompassing the projected financial needs of the department within the county's comprehensive plan. This is

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CASE STUDY

Cleveland Metropolitan Park District

The Cleveland Metropolitan Park District is a separate political subdivision of the State of Ohio. It is authorized by legislative act under the Conservation Section of the Ohio Constitution. The district is therefore not responsible to any local government. The park district encompasses all of Cuyahoga County and Hinckley Township in Medina County, a total area of 456 square miles with 1,647,895 people.

The Board of Park Commissioners, which sets the policies and functions of the Park District, consists of three members serving without pay who are appointed by the senior judge of the Probate Court of Cuyahoga County. By 1967 the board had acquired over 17,000 acres of parkland; its objective is 23,500 acres by 1980. The board's policy is to maintain parkland in a natural state. Development has been limited to facilities which provide for public use consistent with the conservation and preservation of lands.

The funds available to the Park District consist of receipts from a tax levy upon all real estate within the district, and miscellaneous receipts from district operations. These funds are paid into the office of the Cuyahoga County treasurer. Funds can be withdrawn only upon an order from the Board of Park Commissioners. Approximately 75 per cent of Park District funds are derived from taxes and 25 per cent from golf course greens fees, concessions, police court fines, property rentals, and state sales tax returned for local government use.

The law permits the board to levy a tax, not in excess of .50 mill within the 10 mill limitation, the exact amount to be determined by the County Budget Commission, without approval by the voters in the district. Any additional tax funds needed and requested by the board must be approved by a majority of the votes cast in the district at a general election.

For several years the County Budget Commission has allocated only .05 mill of general taxes for park district use. The tax yield at this rate has not yet been adequate to acquire, develop, and maintain the park system. Consequently, since 1921, at ten-year intervals the board has asked and received vote approval for additional tax levies. Two voted levies have been collected each year since 1924. One .15 mill levy, expiring in 1968, is available for land purchases, development, and maintenance. The second levy, expiring in 1971, is for .08 mill and can be used only for the purchase and development of land. The total of tax levies now being collected is .28 mill; this rate produces approximately $1.8 million per year.

The Park District has not used federal aid since WPA but plans to participate in federal programs in the future.

best accomplished by considering three sources of money: (1) local county budgetary allotments to the department; (2) bond issues; (3) federal and state grants-in-aid. Current operations should be predicated upon the first two and supplemented by the third. The use of local bank loans is not considered wise. Emergency situations are best handled through contingency funds or through pre-arranged supplementary appropriation procedures.

General Fund Appropriations

As the finance departments of many counties have been broadened to include purchasing, treasury, and license collection functions, the use of one general fund to supersede numerous fractional funds has become increasingly popular. A general fund is a non-restricted fund from which money is drawn to finance most government services and facilities.

There are advantages and disadvantages to financing parks and recreation through a general fund. Management Aid Number 45, *Financing — Sources of Income for Parks and Recreation,* a publication of the National Recreation and Park Association, states that although yearly variations in assessed valuations occur, recreation appropriations do not necessarily have to fluctuate in accordance, for it is obvious that the allocation of recreation and park funds can be synchronized

The National Zoological Park in Washington, D. C., provides natural settings for many of its exhibits.

CASE STUDY

Cincinnati Public Recreation Commission

The Cincinnati Public Recreation Commission consists of one member of the Board of Education appointed by the board itself, one member of the Board of Park Commissioners selected by this board, and three citizens appointed by the mayor. All serve without compensation. Terms of office and the powers and duties of the commission are fixed by the city charter. All funds obtained from tax levies for recreation purposes, appropriated by other public bodies, or donated for such purposes are expended by the Public Recreation Commission with the approval of the City Council.

The Charter of the City of Cincinnati enables the city to levy an annual tax for current operating expenses on the real and personal property in the city for purposes of the city, its boards, departments, and institutions. The rate of this tax cannot exceed 6.65 mills on each dollar of assessed valuation. Out of this total maximum levy .10 mill may be levied only for recreation purposes. At the request of the Public Recreation Commission all or any of this rate can be levied.

The annual commission budget, divided into an operational budget and a supplemental (expanded services) budget, is functional in nature. The 1966 operational approximation was $1,408,000 and the supplemental, approximately $315,000. During 1965, $454,000 in revenues were taken in, primarily from fees and concessions from the golf courses and the Airport Playfield.

The commission also maintains a revolving fund of $5,000 for special recreation activities. This permits the establishment of various educational classes, clubs, arts and crafts, and other special classes which may be requested by the citizens and for which there has been no specific appropriation in the annual budget. Fees collected for participation in the classes are used for replenishing the fund. This useful tool not only permits flexibility during the fiscal year but also enables the commission to respond instantly to citizen desires.

The Cincinnati Public Recreation Commission is motivated by the philosophy that with proper community organization, interest in certain sports can be created. In accordance with this, revenue producing play-centers and golf courses have been given special emphasis. A plan to alleviate the burdensome financial strain of golf course development by stretching payments over a number of years through long-term loans from the city retirement fund is under consideration.

Publicly financed recreation is primarily geared to activities which attract youngsters under 15; those which attract adults are supported by user fees. One especially successful program, only indirectly financed by the public, is the "Knothole" baseball league. Over 25,000 boys in the greater Cincinnati area participate, and several thousand adults devote leisure time to assisting this activity. The program is sponsored by the Knothole Club of Greater Cincinnati with the full cooperation and support of the Cincinnati Public Recreation Commission and the Powel Crosley, Jr. Baseball Fund Committee. Each year the Cincinnati Redlegs play a benefiit game with an American League team under a reciprocal agreement. The proceeds, which in 1965 were in excess of $30,000, go to the Crosley Baseball Fund Committee to purchase equipment for Greater Cincinnati amateur baseball programs, "Knothole" being a major recipient.

with other public expenditures. The most significant advantage lies in the fact that general fund financing forces county recreation and park directors to be observant and attuned to community needs. Like other department executives, they must compete for available tax revenues and other sources of funds.

The recreation and park department should have its own separate budget, not an appendage on the highway budget, planning budget or, as found in one county, the sewage treatment department budget.

Bond Issues

Bonds enable community residents to obtain public facilities when needed, and they provide an equitable means by which the cost can be shared by both present and future users. Bond financing is becoming increasingly popular throughout the United States. However, poor planning, hurried citizen action, and lack of financial foresight caused by over-enthusiasm have resulted in many failures and disappointments.

When considering bond financing, it is best to start by finding out the complicated financial implications, requirements, and internal workings of bonds themselves. It is highly advisable to hire a financial consultant to make feasibility studies into the possible use of bonds. He should be competent in predicting the general ebb and flow of the entire bond market, the best time to sell bonds, which to sell, and at what price.

The basic consideration is that of the community's overall credit rating. The rating, determined at no cost to the community by several investment houses, describes the financial quality of the county.

Moody's Investment Services, Inc. (99 Church Street, New York, New York 10007), for instance, considers some 15 areas of inquiry when establishing credit rating. From analyses in each area it comes out with a precise feeling about local credit quality, both relatively and absolutely. The areas of inquiry include the following: (1) taxing power — used, unused, and available; (2) tax base, that is, the economic background; (3) prospective tax base — giving consideration to implications of zoning, building and other codes, implications of lack of growth, implications of rapid growth and its nature; (4) present facilities — tangible assets and government services performed; (5) present debt, direct and overlapping; (6) liabilities expected in the future, that is, prospective debt and unsatisfied needs for new services and facilities; (7) debt limit; (8) borrowing record — prudent or frivolous, its purposes, and whether or not an aid to developers; (9) maturities — the "will to pay"; (10) tax collection rec-

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CASE STUDY

New Castle County, Delaware

The governing board of New Castle County has done much to provide county recreation facilities. Further, the commissioners through their professional planners are assuring the development of future recreation areas as open countryside becomes a commercial and residential complex. As a consequence of keeping pace with the rapid population growth in the county, the Levy Court has provided funds for continual improvement and growth of the Parks and Recreation Department. Appropriations for the department have soared from $3,000 in 1961 to $529,000 in 1966. Of the total budget, approximately 10 per cent is spent on capital improvements and 90 per cent on operations and maintenance.

Prior to January 1, 1967, the departmental budget was derived from a total county assessment of $.55 on each $100 property evaluation and represented about 6.5 per cent of the total county budget. The county reorganization which took effect in January empowered the county to control local taxation; this authority had previously rested with the Delaware General Assembly. With firm control of local taxation the county is now permitted to present bond issues for specific county purposes.

The financial strain created in many parks and recreation departments by land acquisition programs is somewhat alleviated in New Castle County through an obligatory agreement between the Regional Planning Commission and local developers. On all subdivision tracts developers must set aside land dedicated for parks and public use before the planned development is approved. The commission specifies, within reason, what land is to be set aside. In this way the county Parks and Recreation Department acquires useful land normally unavailable because of land costs.

Special note should also be taken of the inventive manner in which the department has solved the burden of maintenance personnel costs. Under Title V of the Economic Opportunity Act (P.L. 89-253), administered by the state Welfare Department, the Parks and Recreation Department has received $31,333 worth of labor in the form of ten men working two concurrent six-month periods. Through the initiative and creativity of the department these men have been helpful in carrying out planned park development. A tacit agreement with the City of Wilmington Welfare Department provides the services of a group of men for one week each month.

In 1966 the county had no capital improvement program. Under the reorganized system of county government it is expected that this will be immediately forthcoming.

Park and Recreation Commission recommendations and overall objectives for both land acquisition and development have been included in the County Comprehensive Development Plan, adopted by the Regional Planning Commission in late 1966.

The plan indicates that almost 2,900 acres of parkland, to be acquired by the county in the next 20 years, will be dedicated in new housing developments if proposed new subdivision regulations requiring an average of 10 per cent of developed land to be so dedicated are adopted.

Approximately 700 acres are expected to be transferred to the county from other governmental agencies, including 476 acres at the county prison farm.

It will be necessary for the county to acquire about 4,800 acres to carry out the goals of the County Comprehensive Development Plan. This includes purchase of 1,044 acres at a current total estimated cost of $5 million.

The cost of developing the many existing and new parks to their greatest usefulness will amount to approximately $4.8 million. This figure does not include certain high-cost facilities which, when constructed, are expected to be self-supporting and financed by revenue bonds or concession income. They include marinas, swimming pools, riding stables, and a large county stadium.

The majesty of Mount Hood looms distantly beyond this forest-bordered lake where boaters can always find serenity.

ord; (11) budgeting skills; (12) management's general reputation — credit, of course, being bolstered by government economy which results from efficiency, not from providing a minimum of services; (13) reporting; (14) payment record; (15) state-local relations.

The credit quality of a county is not static, for the rating itself is partially a relative comparison with other counties and municipalities and is determined by national money market conditions, local market circumstances, and overall bond quality and safety.

Three different types of bonds are used by local governments: general obligation bonds, limited obligation bonds, and revenue bonds.

General Obligation Bonds. General obligation bonds, also known as guaranteed bonds or full-faith bonds, are obligations which guarantee payment of interest and principal by the local government selling the bonds. The full resources and taxing powers of the government are irrevocably pledged to meet debt payments.

Limited Obligation Bonds. Limited obligation bonds, often called tax bonds, are obligations secured by a pledge of the proceeds of a specific tax or revenues of a specified fund. These bonds carry no further guarantee or commitment by the issuing government in the event the pledged revenues prove inadequate to meet debt service.

Revenue Bonds. Revenue bonds are obligations to finance allegedly self-supporting and self-sustaining user-fee facilities. The bonds are secured only by the fees, charges, and other earnings of the project. Should these earnings prove inadequate, the sole remedy of the bond holders is to require an adjustment in fees and charges designed to improve earnings.

Bonds are generally issued in $1,000 or $5,000 denominations. This is called the "face amount" or "par value" of the bond. A majority of issues are sold in serial form, meaning that the issue has maturities scheduled annually or semi-annually over a period of years. Other issues, known as "term" bonds, have only a single maturity date and the full amount is payable on that date.

SUGGESTED BUDGET PLAN

A definite budget for the operation of a recreation program cannot be set up until the staff, projects, and operation procedures are determined. However, the following outline is a fairly workable one.

I. SALARIES AND WAGES ....65 per cent
  Director and other administrative personnel
  Leaders — special activity

II. EQUIPMENT AND SUPPLIES ....15 per cent
  Athletics
  Arts and Crafts
  Games and Social
  Dance and Music
  Special Activities and Annual Events
  Professional Books and Pamphlets

III. OPERATING EXPENSES .... 5 per cent
  Office Supplies
  Lights, Water, Heat
  Printing, Postage
  Telephone
  Transportation and Travel

IV. DEVELOPMENT, MAINTENANCE AND REPAIRS ....15 per cent
  Areas and Facilities
  Equipment and Games
  Office Equipment

V. CAPITAL IMPROVEMENT (Not considered part of operating budget)
  This depends upon needs and availability of funds.
  Buildings, Shelters, Community Centers
  Multiple Play Areas, Athletic Fields, Game Courts, Etc.
  Equipment: Apparatus, Benches, Tables, Etc.

Source: Recreation Training Bulletin — 1965 North Carolina Recreation Commission

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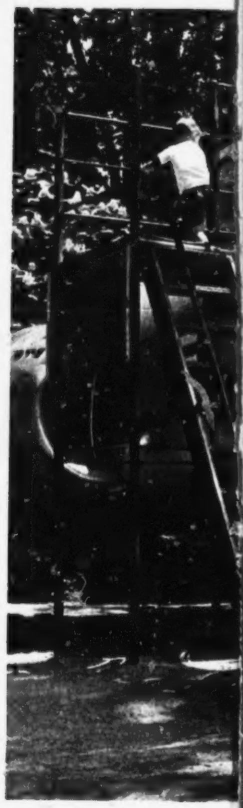
The impetus for issuing bonds for recreation purposes has historically been the launching of a major capital improvement and development campaign. Proposals of this nature must be preceded by extensive planning. (See *Guide Number 1, Planning.)*

Most recreation and park bonds have been general obligation bonds. As mentioned, these



are payable from ad valorem taxes, levied on private property, either real estate or personal, situated within the county, municipality, or special district corporate limits. The phrase "ad valorem" literally means according to the value, and in the parlance of taxation corresponds to the tax levied according to the assessed value of the property. General obligation bonds appeal to a broad spectrum of investors because the interest received is exempt from all federal income tax, meaning that the local government issuing the bond usually pays a much lower interest rate.

Revenue bonds have been used to finance the construction of municipal golf courses, public auditoriums, stadiums, marinas, and other large self-supporting facilities. The project must, of course, be planned and presented as a safe or at least reasonable financial risk, or bonds will be difficult to sell. Revenue bonds are most helpful in financing special facilities.

Their success has permitted numerous counties to undertake recreational development which otherwise would have been impossible. A few counties have been able to complement revenue bonds with supplemental tax levies. One noteworthy advantage of revenue bonds is that they are ordinarily not subject to debt ceiling and therefore are not included when computing the debt ratio. Hence, for many local governments approaching their legal debt ceiling this type of bonding is particularly appealing. General obligation bonds, on the other hand, are included in the amount of debt outstanding.

The primary disadvantage of revenue bonds is that they must incorporate an array of protective covenants in the resolution to make them attractive. According to *The Bond Buyer*'s publication, *Preparing a Bond Offering,* these covenants include (1) protection against diversion of revenues; (2) restoration provisions for assets damaged in storms or accidents; (3) agreements that rates be established at levels to provide sufficient funds to cover debt service; and (4) provisions for the disposition of revenues in excess of those needed for debt service. Another disadvantage of revenue bonds is their high interest rate and their tendency to fragmentize financial resources. *(Preparing a Bond Offering* is available from *The Bond Buyer,* 67 Pearl Street, New York, New York.)

Financial Campaigns

A premium is placed on long-range financial planning for every aspect of recreation and park development, including bond proposals. Most successful bond issues are conceived at least one year before they are actually submitted to the public.

One approach in beginning a financial appeal is to select a capital budget committee made up of department heads and financial and planning analysts. Cincinnati, Ohio, has used this technique. The overall function of the committee is to organize priorities of development and coordinate the financing of all city services. The committee may also be able to determine the com-

At left, a Navy F7U carrier aircraft is shown nestling in a wooded setting at Wheaton Regional Park in Maryland. The right photo shows how the cockpit area has been converted for use as a children's slide.

munity's credit quality and study the possibilities of integrating pay-as-you-go methods with bond issues.

Another method is to form a special citizens committee on financial and economic planning which can be responsible for these same functions. Several communities which have utilized this method have experienced unnecessary delays and opposition, mostly because of the committee's lack of capability, limited knowledge of needs, and unfamiliarity with new kinds of financing. For these reasons, an internal committee can often prove more serviceable. A committee of this type, since it is in direct contact with the local government, generally has better access to needed information and therefore can expedite the procedures of economic planning.

The Park and Recreation Department of Bellevue, Washington, has formulated a series of helpful guidelines in creating a successful financial campaign. They follow in abridged form.

1. Do adequate research to justify the campaign. Fix the peak load for a given year, or indicate by facts and figures why a new facility is needed.

2. Plan the campaign, if possible, during a period when a full recreation program is in operation.

3. Poll opinions of residents early in planning. Seek to learn whether citizens understand what the department is accomplishing. Include such matters as variety of activities, attendance, age and sex of participants, frequency of activities, capacity of present facilities, use made of facilities belonging to other groups such as schools, churches, private agencies, etc.

4. Inventory organized opposition such as might come from taxpayer groups, real estate boards, and possibly, chambers of commerce.

5. Counsel with parochial groups at the outset of the campaign.

6. Look at the election manners of voters in neighboring communities and in the local community in past elections. What has been their attitude toward supporting parks and recreation? If there was a previous bond or millage election, get breakdowns of the vote by precincts. Try to determine from these the attitudes of various influential groups such as labor, the professions, and business.

7. Create a community council for study of parks and recreation. Make it large enough to get adequate representation from all sections of the population. Some authorities recommend a "Committee of 100."

8. Based on (favorable) findings of the council, name an executive committee to "master-mind" the campaign. Name subcommittees to cover every active campaign phase. Some of the more important committees will be finance, telephone contacts, endorsements, postcard barrage, transportation, block organization, speakers, advertising, press releases, parades, park and recreation activity groups. Add others to suit the particular situation.

9. Early in planning, settle the question, "Shall we tell the public how to vote, or merely furnish them with unbiased information?"

10. Be sparing with publicity at the start. Do not reveal dates at first. Some authorities recommend withholding of publication of such pertinent information as the total amount sought until two or three weeks before election when the

campaign becomes part and parcel of the public.

11. While the campaign as such will be six to eight months or a year in making, the execution of the campaign in terms of public knowledge and participation should be limited to no more than three weeks.

12. Rely heavily on the press, radio, and television. Get their advice. Do not overlook departments of the paper other than the "city desk."

13. Win or lose, the campaign workers and the citizens who voted approval deserve a word of recognition and of thanks. Some leaders release a "thank you" news story to the press. Others send personal notes to those who were particularly active on the program. Above all, if successful, don't forget your friends in the midst of many administrative steps necessary to get the newly approved program underway. They may be needed another time.

Bank Loans

A limited number of counties have found it propitious to finance restricted segments of their expansion or capital development programs with local bank loans. Whether short-term or long-term, the interest on these loans is notoriously high. Even the proposed use of this method of

CASE STUDY

Dallas, Texas

The Dallas Park and Recreation Department has one of the best financial structures in the country. It provides Dallas residents with a comprehensive yet balanced program of services and facilities. The keys to the city's excellent financial programs are (1) enabling legislation; (2) existence of a private recreation fund that provides large annual revenues; and (3) citywide budgetary process for all capital improvements.

In addition, personal leadership is a determining factor in any successful operation, and this is the case with the Dallas department, which in 1967 had 721 permanent employees and 426 temporary employees, serving a population of 680,000. The department staff administers 150 different park areas covering over 14,800 acres. There are 34 community recreation centers. Programs for all age groups, under trained leadership, are conducted at over 117 locations. The city has provided 20 indoor tennis courts, 142 outdoor courts, 12 lighted tournament-type tennis courts, and 88 swimming pools.

The fundamental factor in Dallas' financial solvency is the enabling legislation which specifies how the department will be financed. The legislation is Section 223 of the City Charter, which reads as follows:

"The City Council or other governing body when levying the taxes for each fiscal year shall annually levy an ad valorem tax of not exceeding one-tenth of one per cent of the assessed value of all real and personal property in the City not exempt from taxation. . . . Said tax when collected shall be deposited with the City Treasurer to the credit of the park fund and said sum together with any amount that may be appropriated by the governing body of the City for park purposes. . . ."

This legislation provides the Park and Recreation Department with an "open end" to whatever funds are needed and can be justified before the City Council.

Another important factor to Dallas' financial success is the Samuell Fund, which provides the department with a current income of over $150,000 per year. Before his death in 1937, Doctor Samuell had provided for a fund to be established for park and recreation purposes. He left the City of Dallas 1,000 acres of land, $500,000 worth of income-producing investments, and cash. The Samuell Fund was created to administer these investments for the specific purpose of using the revenues to develop and operate recreation facilities on the 1,000 acres of land. This private fund is administered through the Dallas Park and Recreation Department; the fund is coordinated with regular recreation programs.

The third important factor to the financial success of the park program is the process by which the city determines new capital improvement projects. The biennial process begins with staff analysis and suggestions for new programs and projects. Recommendations are then submitted to the Park Board for establishing priorities. The Park Board recommendations are sent to the City Capital Improvement Committee, composed of the park, water, finance, traffic, and public works department heads. They coordinate their individual proposals and formulate a unified capital improvement program for the next two years.

The citywide program is sent then to the City Council through the City Manager for discussion and approval. A public referendum is called for the total amount of the citywide capital improvement program. Finally, a Citizens Information Committee is formed to support a bond issue by presenting the programs to interested citizen groups and urging their support of the total program.

The form, grace, and motion of the tennis player is caught here just before body, racket, and ball connect.

financing does not particularly fit well with planned recreation development because local bank money availability rises and falls with the nationwide money market. In addition, the time, effort, money, planning, and resulting financial fragmentation offset the benefit, and, as a result, only tend to complicate the internal workings of the park and recreation plans.

Pay-As-You-Go Financing

Pay-as-you-go financing refers to the accumulation of capital funds prior to construction. This money originates with special and reserve funds, general tax funds, special charges, and transfers from other fees of the local government. The money is used primarily for maintaining and expanding the existing system, but numerous local officials believe this technique could make up the total budget for capital development. However, it has been discovered that while the capital is being accumulated under a pay-as-you-go system, the annual rise in construction costs often outdistances the possible saving of interest on bond issues. Therefore, a "borrow now, pay later" program may be a better alternative.

Special Revenue Sources

Fees and Charges

Expanding the use of self-sustaining facilities through the use of fees and charges has become increasingly attractive to many financially pressed agencies. This policy was advocated by the Outdoor Recreation Resources Review Commission when it recommended the following principles:

1. Fees should be charged for those activities which involve exclusive use of facilities or which require the construction of specialized facilities.

2. Fee rates should be calculated to recover a reasonable portion of the cost of administering, operating, and maintaining such facilities. However, this should not preclude the recovery of part or all of the capital costs in special cases where this is possible with reasonable fees.

3. Other activities should be made available by the government to the public free of charge or at a fee low enough to ensure that no citizen would be precluded from enjoying them because of inability to pay.

There are arguments for and against user fees. Those opposed to charges of any sort feel that the public is essentially being cheated by having to pay for the use of public land. On the other hand, those justifying fees argue that the public is basically being victimized by the local government's failure to provide adequate facilities and programs because it lacks revenues.

Margaret A. Dankworth, advertising director for the National Recreation and Park Association, points out that policies of charging fees for "limited use" or special facilities helps ensure that other areas more in demand by the general public will be available without charge.

Fees and charges are usually plowed back into recreation and park expansion and maintenance programs. However, some departments utilize them for base support in revenue bond issues.

A list of potential revenue-producing opportunities includes campsites and water privileges, picnic areas, tennis courts and baseball diamonds (including lighting), swimming pools and lakes, boat ramps, hunting privileges, roller skating and

Introducing children to the joy of taking part in cultural activities is part of a well-rounded recreation program. One method is the outdoor art class shown here.

ice skating rinks, various league fees, and parking or admission fees. About the only general rule is that charges should be commensurate with the quality and usefulness of the facilities.

Discriminatory fees are sometimes used to prevent overcrowding conditions. This is done by charging higher rates for non-residents. This technique has an adverse effect since it virtually excludes the less privileged in the community. This can also happen when fees of any type are used. To alleviate this unfortunate side effect, some cities and counties charge fees only during certain times of the days. Other communities make an effort to charge considerably less for facilities also provided by private concerns.

A major drawback with user fees is the collection problem it poses. The National Recreation and Park Association suggests an evaluation of the following factors when inaugurating such a system: the suitability of park and recreation design for controlling access; the method of collection; and facilities required to administer collection.

Special Taxation

The money to finance all governmental services is provided overwhelmingly by taxes on property. Only a relatively small percentage of state and local revenue is realized from taxes which promptly reflect rising prices and income, such as the general sales tax or the income tax.

Many counties and park districts have found it expedient to levy special millage taxes, to make elaborate concession arrangements, and to issue bonds for financing public recreation and parks. State statutes are often restrictive in these areas but the choice of their use is left up to the county officials and the public.

A mill levy is an additional tax generally calculated on the assessed valuation of property. Some special districts finance their entire current expenditures through the use of mill levies. When financed by this method, the districts are limited by state law on the amount of the levy. In addition, mill levies are voted in referendum for durations of 10 or 15 years, after which voter approval again must be secured. (See case study: Cleveland Metropolitan Park District.)

CASE STUDY

Portland, Oregon

In Portland, Oregon, a unique method of overcoming shortage of capital improvement funds has been developed.

The charter of Portland does not require the appropriation of funds for the Park and Recreation Bureau, so the agency must be satisfied with the meager "left over" funds in the city's general treasury. Salaries and operating expenses are provided for adequately, but long-term capital improvements, including acquisition of land, are not.

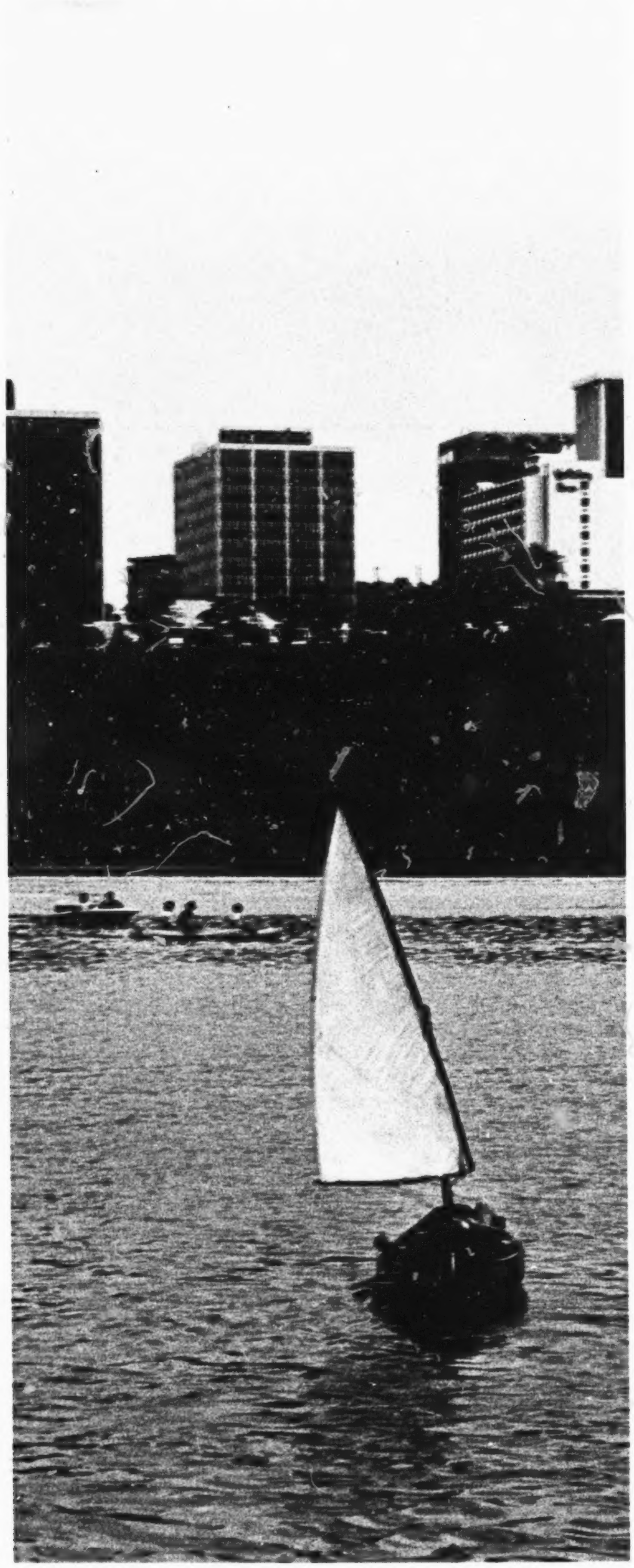
Sufficient funds to execute a vigorous land acquisition program were available from 1939 until 1959. In 1939, and again in 1949, the voters approved a special tax to be levied over a ten-year period to buy parkland. When the second levy expired, the issue was not placed on the ballot again because special levies to finance other public projects were put before the voters. The program would have been abandoned for want of funds if the Park and Recreation Bureau had not followed the practice of purchasing some revenue-producing property. Several blocks of land, each one containing some houses and open space, were bought. These were usually located in older sections of town where the price of land was not too high. The average price was $10,000 per acre as compared to $30,000 per acre for prime land.

The bureau maintained the land and houses, and rented the homes for a monthly rate equal to 1 per cent of the purchase price. When the houses became too old to be repaired economically, they were demolished. Eventually all the houses on one block were removed and a park was developed. Until that time income from the rent was used to purchase similar property elsewhere in the city.

In a few cases the bureau has avoided paying taxes on the rental properties by deducting the rental fee from the purchase price, and allowing residents to continue to occupy the home for a specified time. For example, one property was purchased from a couple whose new home was to be completed in six months. Instead of charging rent and paying taxes, the bureau deducted an amount equal to six months rent from the purchase price, and allowed the couple to reside in the home.

Portland continues to be hard-pressed for money to finance land acquisition and development projects. However, its partial solution to the problem is farsighted and imaginative.

Special levies are preferred by many recreation



Lazy sailors drift in the Potomac River with Rosslyn, Virginia, on one side and Washington on the other. Canoeing and motorboating are also popular pastimes on the river.

professionals since they permit long-range budgeting with an assured income. The earmarking of funds, however, can prove inequitable in relation to the entire operation of the local government. Certainly every department can use more money, but when a disproportionate amount is specified for one department the result is uneven and uncoordinated development of governmental services to the community.

Concession Arrangements

Many incidental services in park and recreation areas, such as equipment and facility rentals and food, can be advantageously handled through concession contracts with private individuals and firms. Although most of this work is part time or seasonal, it demands year-round attention. It has often been discovered that the concessionaire, if given wide berth, becomes a self-designated park administrator, at times employing tactics which not only aggravate the public but also tarnish the reputation of the entire recreation and park department. In this light, it is advisable that contracts be required from the beginning. These contracts should be tenured and renewable at the discretion of the department. However, it should be recognized that most concessionaires maintain that the stability of their investment is usually based on the length of the contract.

Most county departments can benefit from small-scale concession facilities. Moreover, since the profit accruing to the investor will generally be small, thus attracting individuals with marginal business acumen and stability, it is best that the department be responsible for major improvements. The concessionaire should be told that his duties involve the business administration portion of the agreement and that all policy matters affecting the public are the responsibility of the department.

When park and recreation professionals speak of providing concession services they often concern themselves primarily with special service and only secondarily with profit. Although profit may not be the foremost objective, lack of consideration of its relevance to concession arrangements can result in poor service and unnecessary financial liability. If the service does not at least break even, there should be an evaluation of its need. Should self-operated facilities be unfeasible, the atmosphere for operation by competent, honest, and efficient concessionaires should be made as healthy as possible. Under such circumstances the profit motive is necessary.

Gifts and Trusts

In many cases the development of parks and recreation areas can be traced to gifts of land and money, endowment, bequests, trust funds, and industrial funds. Since land acquisition is an immediate objective and a heavy financial burden in most counties, gifts of land are often overtly encouraged.

Industrial funds and memorial trusts take many different forms. Industrial funds can be supported by one industry or several. They are usually managed by boards of trustees consisting of directors of the industries involved and other recreation-minded citizens. Their creation is usually the result of the public spirit of one interested citizen or family, such as the Shaw-Walker Fund of Muskegon, Michigan, and the Samuell Fund of Dallas, Texas (see case studies).

The Shaw-Walker Fund is loosely organized and commits no predetermined amount of money per year but responds to many city requests for providing needed facilities. For instance, the board recently gave the Park and Recreation De-

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CASE STUDY

Milwaukee County, Wisconsin

The Milwaukee County, Wisconsin, Park Commission had a 1966 budget of $18,479,723, split 52 per cent for capital development and 48 per cent for operations and maintenance. Financing for capital improvement comes from county bond issues, federal and state grants-in-aid, fees, and concession receipts. Operating funds are derived from taxes, state grants-in-aid, fees, and concession receipts. Recreation is handled by the City of Milwaukee and the other municipalities in the county (all of Milwaukee County's 242 square miles is incorporated; its population is 1,036,047).

The principal source of financing for the Park Commission is annual appropriations by the county Board of Supervisors. Also on an annual basis, the county board determines the total county bond indebtedness that will be undertaken and establishes property tax rates. These actions obviously affect the amount of funds the Park Commission may expect to receive.

In the Park Commission's "1966 Guide for Growth," it says, "It is an established policy of the Milwaukee County Park Commission to avail itself of any and all grants-in-aid, either federal or state." Currently, the county is participating in the Wisconsin Outdoor Recreation Aid Program (ORAP), which provides 50 per cent land acquisition funds from cigarette tax monies, and the U. S. Department of Housing and Urban Development's (HUD) "Open Space" program, which provides 50 per cent land acquisition and development assistance

In addition, the county is looking into the following: (1) the federal Land and Water Conservation Fund, which provides 50 per cent land acquisition and development assistance; (2) federal aids for scenic roads and parkway acquisition and development; (3) the federal urban renewal program, which can provide cleared land for park purposes; (4) special grant programs for specific facilities, such as senior citizen centers or program for the handicapped; (5) the federal Department of Agriculture's "Operation Greenspan," which provides funds for the conversion of cropland to non-crop uses, including recreation.

The Park Commission also receives substantial revenue from various fees. This revenue is credited to the Milwaukee County general fund, and available to the Park Commission only upon re-appropriation by the Board of Supervisors. In fiscal 1966, revenue from fees amounted to an estimated $1,105,925 from such things as golf course rentals and equipment sales, a county-operated refectory, bathhouse and pool charges, marina rentals, and clubhouse rentals. In 1964, total revenue from the Milwaukee County Stadium (then the home of the Atlanta Braves and still the part-time home of the Green Bay Packers) amounted to $419,349.

Generally speaking, the Park Commission is totally dependent upon the annual appropriation of monies by the Milwaukee County Board of Supervisors. The one exception to that rule is that federal and state grant-in-aid funds are paid directly into the Park Commission's Land Acquisition Fund. The total amount of this fund is usually held to $1 million per year. Therefore, if federal and state grants amount to $600,000 in any one year, the county board would appropriate $400,000 in additional funds. If no federal or state funds are received in a year, the board would appropriate the entire $1 million.

Through its multiplicity of revenue sources, the Milwaukee County Park Commission has been able to finance a 54 per cent acreage increase in parkland in the ten-year period 1955-64, from 8,027 acres to 12,348 acres (106 sites).

partment a $30,000 advance for construction of a municipal golf course. The Samuell Fund of Dallas, originally started with $500,000 worth of investments, now provides $150,000 per year in dividends for park and recreation development.

In Denver, Colorado, the use of private, nonprofit foundations for revenue to develop recreation and park facilities has become common. In recent years, donations totaling more than $1.5 million have been used by the local department to construct a conservatory at the Botanic Gardens and a lion house at the Denver Zoo. These funds must be used for purposes earmarked by the donor. The City and County of Denver is now planning to establish a tax-exempt recreation foundation to finance the replacement of old recreation center buildings.

The sale of specialized licenses and permits has often been used to supplement revenues for recreation and conservation in several counties. The case of Brooks County, Georgia, offers a unique example. With the assistance of the Department of Agriculture Extension Service, the county is pioneering a project in pay-as-you-go hunting and fishing. Under the direction of a project manager, the farmers and rural land owners have pooled their efforts to organize a venture which both attracts sportsmen and boosts their income. Operating from a main office, the manager sells daily permits, distributes maps and information related to the project, and organizes the promotional advertising. It is hoped that by 1970 the local income from sportsmen should rise to around $500,000.

EXPENDITURES BY SELECTED COUNTIES

This table is a compilation of data gathered from selected counties throughout the nation. It provides a comparison of total expenditures by the counties for park and recreation services for 1960 and 1966. The expenditures between these years increased 83 per cent. The table also gives the estimated percentages of the total park and recreation budget spent for capital improvement and operation and maintenance in 1966.

COUNTY	1960 POPULATION	PER CENT CAPITAL IMPROVEMENT	PER CENT OPERATION AND MAINTENANCE	EXPENDITURES 1960	EXPENDITURES 1966
ALABAMA					
Madison	117,348	50	50	Created 1962	$ 80,000
ARIZONA					
Maricopa	663,510	19	81	$ 393,068	848,219
CALIFORNIA					
Fresno	365,945	7	93	155,423	555,873
Humboldt	104,892	60	40	36,586	176,388
Kern	291,984	11	89	1,675,152	1,682,703
Los Angeles	6,038,771	30	70	12,983,606	23,823,086
Marin	146,820	40	60	Created 1963	225,630
Sacramento	502,778	66.67	33.33	445,636	1,921,083
San Diego	1,033,011	25	65	544,647	1,210,053
San Francisco City & County	740,316	5.83	94.17	8,841,161	11,909,248
San Joaquin	249,989	22.8	77.2	Created 1963	442,631
San Mateo	444,387	26	72	630,523	781,434
Santa Barbara	168,962	NA	NA	403,200	1,300,000
Santa Clara	642,315	NA	NA	295,479	831,176

NA indicates no answer

COUNTY	1960 POPULATION	PER CENT CAPITAL IMPROVEMENT	PER CENT OPERATION AND MAINTENANCE	EXPENDITURES	
				1960	1966
Stanislaus	157,294	51	49	92,905	198,582
Tulare	168,403	15	85	137,871	203,400
Ventura	199,138	23	77	Reorganized 1963	623,710
COLORADO					
Arapahoe	113,426	50	17	0	436,721
Denver City & County	493,887	11	89	2,295,800	3,312,780
DELAWARE					
New Castle	307,446	10	90	0	436,721
FLORIDA					
Broward	333,946	25	75	179,000	485,500
Dade	935,047	15	85	5,737,870	5,047,319
Duval	455,411	33.33	66.67	212,393	270,000
Hillsborough	397,788	33	67	96,664	482,161
Orange	263,540	35	65	75,053	130,080
Palm Beach	228,106	Countywide capital improvement		183,060	377,950
Pinellas	374,665	48	52	265,703	1,325,736
Volusia	125,319	40	60	10,000	60,000
GEORGIA					
Chatham	188,299	15	85	Created 1961	47,226
Cobb	114,174	2	98	Created 1966	1966-12,000 1967-62,090
DeKalb	256,782	0	100	NA	174,000
HAWAII					
Honolulu City & County	500,409	65	35	5,745,125	9,464,595
ILLINOIS					
Rock Island Forest Preserve	150,991	10	90	85,500	132,000
IOWA					
Black Hawk	122,482	60	40	53,000	108,000
Linn	136,899	50	50	115,000	430,000
Polk	266,315	60	40	139,500	419,400
KANSAS					
Sedgwick	343,231	33.33	66.67	NA	59,000
Wyandotte	185,495	30	70	279,203	461,319
KENTUCKY					
Fayette	131,906	10	60	NA	100,000
Jefferson	610,947	NA	NA	NA	228,277
LOUISIANA					
East Baton Rouge	230,058	35	65	710,994	855,150
Jefferson	208,769	5	95	450,000	500,000
MARYLAND					
Anne Arundel	206,634	66.67	33.33	85,470	920,086
MICHIGAN					
Kent	363,187	18	82	250,455	397,500
Macomb	405,804	NA	NA	Created 1966	NA
Wayne	2,666,297	5	95	1,490,075	1,737,000

NA indicates no answer

COUNTY	1960 POPULATION	PER CENT CAPITAL IMPROVEMENT	PER CENT OPERATION AND MAINTENANCE	EXPENDITURES 1960	EXPENDITURES 1966
MISSOURI					
Jackson	622,732	40	60	687,508	1,200,000
St. Louis	703,532	13	87	590,895	1,241,870
NEW JERSEY					
Bergen	780,255	25	75	717,951	2,394,271
Essex	923,545	5	95	2,347,267	3,820,686
Monmouth	334,401	80	20	52,535	1,018,473
Morris	261,620	60	40	457,083	927,012
Union	504,255	NA	NA	967,619	1,327,855
NEW YORK					
Dutchess	176,008	62.1	37.9	Created 1960	108,300
Erie	1,064,688	10	90	1,198,000	1,395,978
Monroe	586,387	NA	NA	389,064	1,970,146
Nassau	1,300,171	41.11	59.89	2,949,966	13,492,567
Niagara	242,269	NA	NA	164,434	284,353
Onondaga	423,028	Capital improvement under separate financing	100	507,100	594,477
Rockland	136,803	NA	NA	2,500	1967-26,000
Westchester	808,891	25	75	3,091,593	2,976,094
OREGON					
Clackamas	113,038	33.33	66.67	NA	111,458
Coos	54,955	35	65	Created 1966	62,340
PENNSYLVANIA					
Berks	275,414	83	17	Created 1964	230,357
Butler	114,639	0	100	Created 1965	12,000
Chester	210,608	25	75	28,639	106,000
Erie	250,682	15	60	Created 1963	67,000
Luzerne	346,972	90	0	Created 1962	864,768
Montgomery	516,682	15	85	1963-246,476	1965-337,100
TENNESSEE					
Nashville-Davidson	389,743	30	70	1,726,968	3,576,112
Shelby	627,019	NA	NA	Created 1961	608,625
TEXAS					
Ector	90,995	20	80	215,000	263,000
Lubbock	156,271	5	95	26,231	33,733
VIRGINIA					
Arlington	163,401	NA	NA	623,591	1,121,863
Fairfax	248,897	40	60	86,282	848,061
WASHINGTON					
King	935,014	NA	NA	805,421	873,180
Lewis	41,858	70	30	Created 1966	6,750
Pierce	321,590	15	28	94,573	193,711
Snohomish	172,199	0	30	Created 1966	22,615
Spokane	278,333	30	18	49,485	154,325
WISCONSIN					
Racine	141,781	50	50	1961-77,390	1967-276,891
Waukesha	158,249	10-50	50-60	289,009	357,752

NA indicates no answer

Financing ACTION PLAN

Recreation and park services are vital functions of local governments and should be sufficiently financed to implement successful programs. Local financing involves considerations of enabling legislation, comprehensive fiscal planning, communitywide public support, present and future recreation needs, capital improvement budgeting, bond issues, and departmental financial management.

Public Officials Should:

Assure that enabling legislation stipulating types of financing permits flexibility and the use of various financing techniques. Enabling legislation should give the county or municipal government the legal authority to collect taxes and special charges; issue bonds; acquire property by gift, purchase, easement or eminent domain; and accept grants-in-aid.

Make comprehensive fiscal planning an integral part of park and recreation operations. Financial criteria and standards should be formulated to meet both short- and long-range objectives, especially with regard to capital improvement budgeting. Officials should establish which financial sources are best suited for operating funds and which for capital improvements. Financing should be an effort which brings planning, development, and budgeting into a single system. This is the objective of the new Planning - Programming - Budgeting System (PPBS), designed to provide continual analysis of goals, to establish priorities in accomplishing these objectives, and to weigh the effectiveness and cost of existing and planned programs.

Seek alternative sources of money since general fund appropriations and other local revenues are often insufficient. Moreover, in many counties substantial portions of the department's money originates with citizens in the community, either through organized neighborhood

This inconspicuous toilet facility is located in Allegheny County's Boyce Regional Park, with the ski slope — now bereft of snow — in the background.

councils or generous individuals. The expanded use of donations, gifts, trust funds, concession arrangements, endowments, fees and charges should be explored. Investigation should be made of the possibility and value of issuing bonds for the development of recreation and park facilities. Guide Number 7 in this series describes the various channels through which technical and financial assistance from states and the federal government can be derived. These programs afford tremendous opportunities for future development of recreation and parks facilities at all levels of government, but they are intended to augment local finances, not to act as panaceas. Prime responsibility should lie with the local government and the department of recreation and parks.

Review all park and recreation development plans and budgeting procedures so that proper coordination between the two is maintained. This process does not necessarily mean the complete revamping of all plans but does require a close analysis of current recreation and park projects, changing capital improvement priorities, and growth and expansion of local financial capabilities.

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NATIONAL ASSOCIATION
OF COUNTIES
RESEARCH FOUNDATION
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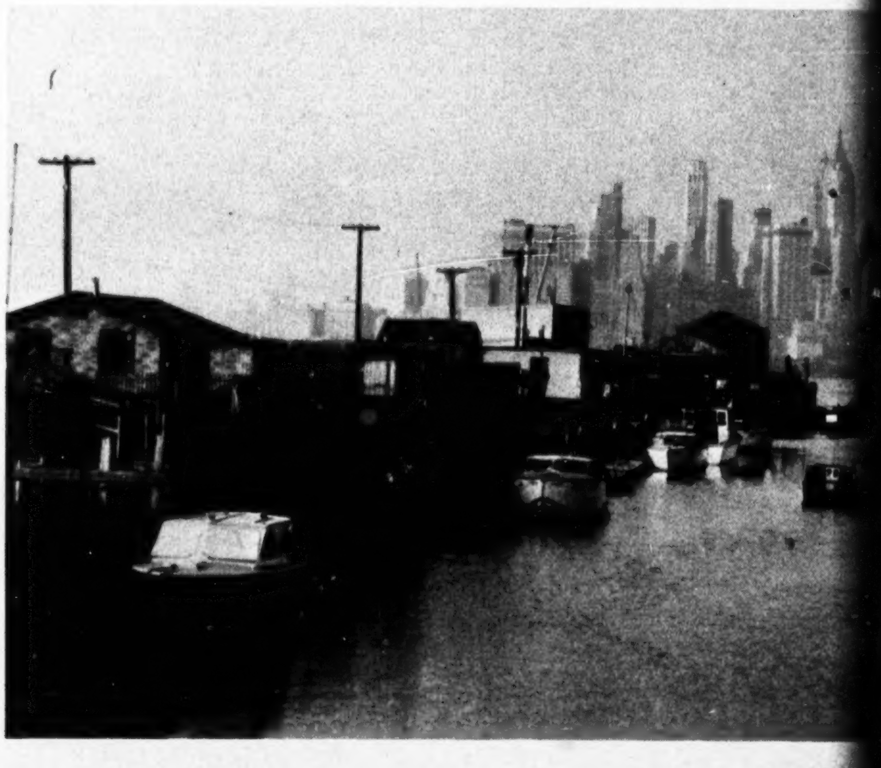
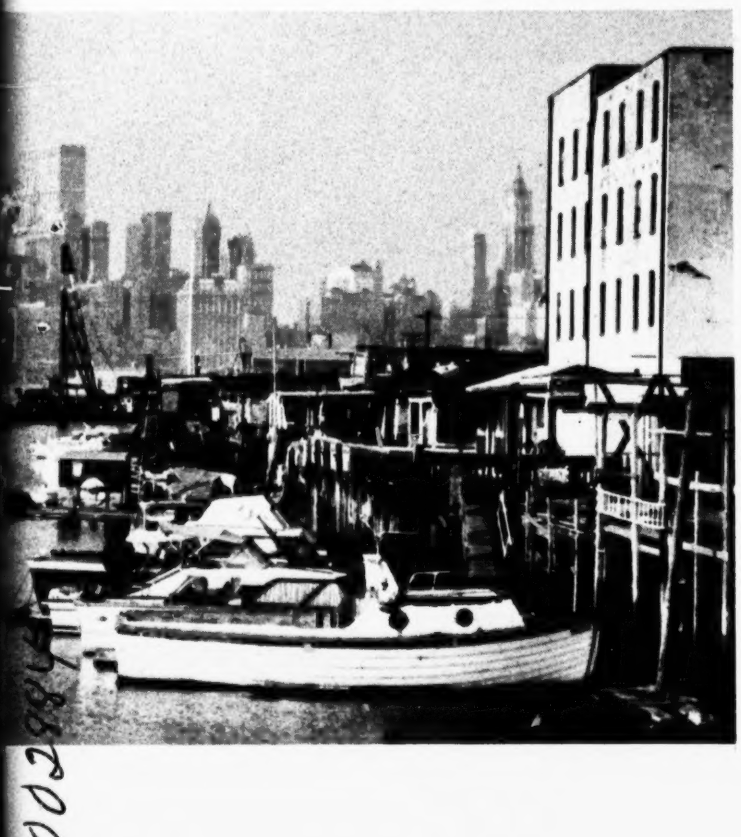
Developed in cooperation with the
Bureau of Outdoor Recreation,
U.S. Department of the Interior



Community Action Guide
for Public Officials

Outdoor Recreation

7 TECHNICAL AND FINANCIAL ASSISTANCE



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THIS is one in a series of ten Community Action Guides designed to provide local elected and appointed policy-making officials and other community leaders with guidelines for establishing a comprehensive outdoor recreation program.

Our objective is to present in concise, non-technical form material that can be used by public officials who make the basic policy decision of how much money will be spent on recreation facilities and where parks will be located. We attempt to point out the importance of furnishing opportunities for outdoor recreation and to suggest methods of organizing a park and recreation department, developing an outdoor recreation plan, purchasing land, and performing related functions. The guides should be useful to administrators, park and recreation directors, county attorneys, planners, public works directors, and others who must deal with selected aspects of the total program. Community groups should also find them helpful.

Our information was obtained from first-hand interviews with officials in over 60 communities with successful programs. We attempt to pass on to like-minded officials the collective experience of these practical, action-oriented officials and civic leaders. To give community leaders an opportunity to study these guides and discuss the ways in which they can be used most effectively, we will hold thirty Outdoor Recreation Institutes throughout the nation in the next two years.

We cannot afford to abuse our natural environment, scar our scenic wonders, and destroy our historic sites. Densely populated metropolitan areas should not be devoid of open spaces and parks. If all Americans are to enjoy their precious heritage, every community must initiate a park and recreation program.

Bernard F. Hillenbrand
Executive Director
National Association of Counties
Research Foundation

Developed in cooperation with the Bureau of Outdoor Recreation, U.S. Department of the Interior

The pathway
leading to strong
recreation programs
includes full participation
in state and federal
assistance programs.

Community Action Guides
for Outdoor Recreation

7 TECHNICAL AND FINANCIAL ASSISTANCE

Federal Programs

Department of the Interior

Department of Housing and Urban Development

General Services Administration

Department of Agriculture

Department of Defense

Federal Power Commission

Department of Labor

Department of Health, Education and Welfare

State and Private Assistance

Available State Aid

Model State Programs

University Assistance

Private Assistance

Action Plan

Appendix

Photo credits: Shady lane, Judith Finlayson, NACO; swing, Paul Parker, courtesy National Recreation and Park Association; fishermen, Franklin A. Steinko, Jr., NACO; slide, Franklin A. Steinko, Jr., NACO; fishing boat, Hamilton County, Ohio, Park District; checkers, Spokane County, Wash., Park and Recreation Department; Pike's Peak, G. Roach.
Cover photos: Slide, Kenneth R. MacDonald; horses, Hamilton County, Ohio, Park District; city marina, Bureau of Outdoor Recreation; ski-tow, U.S. Forest Service; checkers, Miami-Metro News Bureau.

Technical and Financial Assistance

THE MOST EFFECTIVE community parks and recreation programs are those which bring together technical and financial assistance of federal, state, and local governments and private organizations.

FEDERAL PROGRAMS

The federal government has many financial and technical assistance programs available to local units of government. Many states maintain similar programs. This guide is designed to summarize the most significant federal, state, and private assistance programs available in the area of outdoor recreation, which appear to be most helpful to local governments.

Department of the Interior

THE DEPARTMENT of the Interior offers assistance to local government park and recreation departments through several of its agencies, particularly the Bureau of Outdoor Recreation. The vast acreage in public lands and national parks are controlled by Interior agencies.

Bureau of Outdoor Recreation

The Bureau of Outdoor Recreation (BOR) is the federal government's focal point in coordinating outdoor recreation programs. Although it does not own lands or administer recreation activity programs, it has government-wide responsibilities in coordinating the outdoor recreation efforts of some 150 federal bureaus directly or peripherally interested in recreation.

The bureau is authorized to:

— Prepare and maintain a continuing inventory and evaluation of the nation's outdoor recreation needs and resources.

— Formulate and maintain a comprehensive nationwide outdoor recreation plan.

— Provide technical assistance to and cooperate with states, their political subdivisions, and private outdoor recreation interests.

— Sponsor, engage in, and assist in outdoor recreation research.

— Promote coordination of federal outdoor recreation plans and activities.

— Administer a program of financial assistance to the states, and through states to local public agencies, for planning, acquiring, and developing public outdoor recreation resources.

— Coordinate a program of recreation land acquisition by the National Park Service, Forest Service, and Bureau of Sport Fisheries and Wildlife.

— Provide the executive director to the President's Council on Recreation and Natural Beauty.

Within the limits of staffing and other program efforts the bureau provides technical assistance to state and local governments and to private interests on such outdoor recreation concerns as planning, policy, legislation, site selection, market analysis, development programs, and the like. The bureau has initiated a clearinghouse of information through a quarterly publication, *Outdoor Recreation Action,* reporting significant federal, state, local, and private actions affecting outdoor recreation, natural beauty, and related conservation matters. Contributions from local park and recreation deartments are welcome and should be directed to the bureau's Washington office or regional offices.

The bureau also helps state and local governments acquire surplus federal lands for park, recreation, and historic monument purposes as explained more fully in the discussion of the General Services Administration program.

Bureau publications such as *Federal Assistance in Outdoor Recreation* and *Directory of Private Organizations Providing Assistance in Outdoor Recreation* are especially helpful to local governments. These and other publications may be obtained from BOR's Washington or regional offices, listed in the appendix.

Continuing research into playground equipment is one of the areas where state and federal technical assistance can be valuable to local departments.

The Bureau of Outdoor Recreation administers the Land and Water Conservation Fund Act of 1965 (P.L. 88-578). In addition to providing financial assistance to certain federal agencies, the act authorizes matching grants to assist state and local governments in acquiring and developing public outdoor recreation areas and facilities.

The basic eligibility requirement is that the state must develop a comprehensive statewide outdoor recreation plan, and update and refine the plan on a continuing basis. To qualify for fund assistance, an acquisition or development project must be in accord with the state plan, that is, it must meet high-priority public recreation needs identified in the plan.

Assistance is provided for acquisition and development projects in highly populated urban areas as well as in primitive areas. Eligible projects may vary from bicycle paths to hiking trails, from roadside picnic stops to multi-purpose recreation complexes, and from beautification to outdoor sports facilities. Priority consideration is generally given to projects serving urban populations and the general public rather than limited groups, for basic rather than elaborate facilities, and for projects for which other financing is not available.

Applications for local grants must be made through the state, which has the initial prerogative in determining which projects shall be supported. Each state has a liaison officer appointed by the Governor to assist the bureau in administering the program and an agency designated to process the grant applications. Current addresses of these contacts may be obtained by writing directly to the bureau.

Contact: Bureau of Outdoor Recreation, Department of the Interior, Washington, D. C. 20240, or the appropriate regional office.

Geological Survey

Valuable technical information is available through the U.S. Geological Survey. Water, mineral, and mapping investigations carried on in cooperation with any state or local government are jointly conducted and financed on a 50-50 basis. Requests for information and assistance should be addressed to the Director, Geological Survey, Department of the Interior, Washington, D. C. 20240.

Bureau of Land Management

Of particular relevance to western states is the Recreation and Public Purposes Act of 1954, which provides for state and local governments and qualified non-profit organizations to acquire public domain lands for recreation use. The Secretary of the Interior has established the purchase price to government agencies at $2.50 an acre, and the lease rental at $.25 an acre per year. Information about the amount of land which may be purchased in any one year, the conditions

A rod, bait, leisure — that's all that needs to be added to a clean river with natural rock ledges for enjoyable fishing.

under which patents or leases are issued, and other procedures may be obtained from the Bureau of Land Management's state and district offices.

Contact: Director, Bureau of Land Management, Department of the Interior, Washington, D. C. 20240.

National Park Service

The National Park Service makes available, generally on a programmed and reimbursable basis, park and recreation skill and experience of the service's professional staff to state and local government agencies. Advisory assistance also is made available in certain highly specialized activities such as preservation and restoration of historical features, archeological appraisals and surveys, biological and geological surveys. Planning information and educational programs and facilities such as interpretive services, exhibits, publications, and audio-visual aids are provided, also.

Contact: The National Park Service, Department of the Interior, Washington, D. C. 20240, or the appropriate regional office.

The *Park Practice Program,* a joint project of the National Park Service, the National Conference on State Parks, and the National Recreation and Park Association, issues four publications: *Design, Guideline, Grist,* and *Trends.* They contain plans of park and recreation structures and facilities, administrative and policy guidelines, field maintenance and operations, and new recreation concepts, respectively. The program is available on a subscription basis.

Contact: The Park Practice Program, National Conference on State Parks, 1700 Pennsylvania Avenue, N.W., Washington, D. C. 20036.

Office of Water Resources Research

Title II of the Water Resources Research Act of 1964 (P.L. 88-379) makes available limited funds for grants, contracts, matching or other arrangements with educational institutions, private foundations or other institutions; private firms and individuals; and local, state and federal government agencies.

Research, investigations, experiments, and training authorized by the act are broad in scope. They include economic, legal, social, engineering, recreational, ecological, and other aspects of water problems. Counties should investigate opportunities provided in this act and explore the possibilities of obtaining cooperative assistance of universities, colleges, and research organizations within the area.

Contact: Director, Office of Water Resources Research, Department of the Interior, Washington, D. C. 20240.

Bureau of Reclamation

The Federal Water Projects Recreation Act (P. L. 89-72) provides new guidelines for analysis and development of recreation and fish and wildlife enhancement potentials of the Bureau of Reclamation's (and also the Corps of Engineers') reservoirs.

Non-federal recreation and fish and wildlife management agencies that participate in the program share pertinent development costs on both old and new projects and meet reimbursement requirements through cash payments, crediting values of lands and facilities, repayment with interest over a period of time not exceeding 50 years, or a combination of these. The non-federal managing agency is also required to pay operation, maintenance, and replacement for the recreation and fish and wildlife enhancement of facilities constructed on projects where recreation value is of less than national significance. On existing projects the federal government will develop facilities on a non-reimbursable basis up to $100,000. In many instances, values of lands and facilities furnished by non-federal managing agencies will be significant in satisfying cost-sharing requirements of the act.

The Small Reclamation Projects Act (P.L. 84-984) authorizes loans and grants to rehabilitate or construct water supply projects which cost less than $10 million. Projects must be primarily for irrigation, but multi-purpose projects incorporating recreation, fish and wildlife conservation, and other uses may be included. Irrigation districts or other entities which may contract with the United States Government are eligible to participate in the program.

Contact: Commissioner, Bureau of Reclamation, Department of the Interior, Washington, D. C. 20240.

CASE STUDY

Chicago, Illinois, Park District

During 1966, the Chicago Park District received less than 1 per cent of its total operating budget from federal aid funds. Seem incredible? Certainly one would think that one of the largest, best financed, most highly organized, and well staffed park and recreation agencies in the United States would be receiving more than its fair share of federal dollars. Just the same, in fiscal 1966, the Chicago Park District (CPD) received only one $55,000 federal grant. At the same time its operating budget was $59,667,000.

The dollar amounts of federal aid fail to measure the real impact they have on a local program. More than half the CPD's grant applications are for several urban beautification programs which provide 50 per cent matching funds. Because of this matching requirement CPD may redirect some of its own programs to take advantage of federal grants.

Another reason is the indirect impact federal programs sometimes have. For example, the CPD does not list as a recreation grant the many dollars that have been given to another agency, the Chicago Committee on Urban Opportunity. This agency called for members of the Community Action Agency (CAA) and the Neighborhood Youth Corps (NYC) to be assigned to work under the direction of park district administrative and supervisory personnel. Several of these people have taken advantage of the opportunities offered them by the park district and have moved on to better-paying and higher-status jobs in the community as well as in the park district. Although the federal funds went to the city, not to the CPD, the end result was more recreation programs.

Another special project in cooperation with the anti-poverty agency was designed to extend recreation services to senior citizens at six centers located in poverty areas. The project was approved by the Chicago committee and funded for a seven-month period. Six senior centers were opened October 1, 1966, following the recruitment of center directors, material, equipment, and supplies. This program is geared not only to the interest and capabilities of elderly people, but also to individuals with severely limited incomes. Programs focus on activities such as social affairs, craft instruction, bridge and other table games, talent shows, lectures on Social Security and Medicare, motion pictures, outings, and holiday ceremonies. The purpose of the program includes providing a pleasant surrounding where elderly people can meet informally and make new friends. The park district continues to operate programs for elderly persons at 19 locations where meetings are held weekly. In addition, at 22 parks, facilities are provided daily to retired men who play cards together.

The CPD is also cooperating with the Chicago Committee on Urban Opportunity in developing a citywide leisure program and a joint youth development program with specific focus on law enforcement, juvenile delinquency, public aid, and leisure programs.

A grant of $10,000 from the John F. Kennedy Foundation for the Mentally Retarded resulted in a major new program by the CPD. Recreation programs for the mentally retarded opened officially at ten park locations in February, 1965. A coordinator was selected to direct the program, and staff members were recruited and given special training. Every effort was made to inform all agencies and individuals about the program to avoid duplication of effort.

Objectives included aiding educable and highly trainable children through recreation activities to equip them to assume their role in community life. The program also included a summer program of training and recruitment for eight summer day camps. The day camps, continued throughout July and August, served 300 individual campers with the aid of staff and volunteers. Programs for mentally retarded were recently expanded from 10 to 19. By the close of 1965, 519 mentally retarded children were enrolled and participating in the program with registrations increasing each month. The program is now financed entirely from CPD funds.

The CPD, which has a $20 per capita annual expenditure, still finds it expedient to seek federal funds even if the total possible receipts are less than 2.5 per cent of present expenditures. It is obvious that a little outside "seed" money can provide the stimulus for many new programs at the local level.

Department of Housing and Urban Development

PROGRAMS administered by Department of Housing and Urban Development agencies are most applicable in metropolitan or urbanizing areas. Many programs are designed to mesh with overall HUD objectives in urban improvement, whether social or physical.

Urban Planning Assistance Program

Popularly called the "701 Program" because it is authorized by Section 701 of the Housing Act of 1954, (P.L. 83-560 as amended), the Urban Planning Assistance Program allows federal grants to supplement state and local funds for comprehensive urban planning.

It was established to help both smaller communities and metropolitan areas in the following activities, to the extent that they are related to urban needs:

1. Preparation of comprehensive development plans for pattern and intensity of land use and provision of public facilities, including recreation, together with long-range fiscal plans for such development.
2. Development of capital improvement programs together with definitive financing plans for improvements to be constructed in the earlier years of the program.
3. Coordination of development planning.
4. Coordination of intergovernmental urban planning activities.
5. Preparation of regulatory and administrative measures (e.g., general plans, zoning, ordinances) in support of the foregoing activities.

Nearly all types of urban areas may benefit from the Urban Planning Assistance Program. Eligibility includes cities with less than 50,000 population (or groups of adjacent small communities totaling less than 50,000), counties, Indian tribes, official state, regional, or metropolitan planning groups, and areawide organizations of public officials.

Advance Acquisition of Land

Under Section 704 of the Housing and Urban Development Act of 1965 (P.L. 89-117), the Secretary of Housing and Urban Development is authorized to make grants to assist local public bodies and agencies in acquiring sites needed for the future construction of public works and facilities, including recreation centers. Federal grant funds may include land costs or interest therein to be acquired and costs of acquisition, including condemnation proceedings, appraisals, title evidence, documentary taxes, and recording fees. Grants are authorized up to an aggregate amount of reasonable interest charges on funds borrowed locally to purchase land up to five years in advance of proposed construction of public works and facilities.

No assistance will be provided for the acquisition of land which the applicant has already acquired, or committed to acquire, before it has submitted an application under this program. Ordinary government operating expenses are not eligible for inclusion in financing cost, nor is the

A father moves quickly to catch his young daughter as she shoots down a playground slide during a weekend jaunt.

This lazy fishing scene in wooded surroundings is from Hamilton County, Ohio.

cost of demolition or removal of structures on any developed land to be acquired.

Open Space Land Program

The Housing and Urban Development Act of 1965 amended the Open Space Land Program authorized by Title VII of the Housing Act of 1961 to provide increased aid to communities for acquiring and developing urban open space lands, and for creating small parks in built-up areas.

The program allows the federal government to assume 50 per cent of the cost to local public agencies of preserving or providing urban open space land valuable for park, recreation, conservation, scenic, or historic purposes. Matching funds are authorized to help communities develop lands which were acquired with assistance under the open space program.

Development may include landscaping, basic water and sanitary facilities, walks, small shelters, and installation of certain shelter facilities. Development may *not* include major construction such as amphitheaters, dock facilities, swimming pools, or golf courses. Assistance for acquisition is generally limited to undeveloped or predominantly undeveloped land. However, grants may also be made to help acquire and clear developed land in built-up areas if open space needs cannot be met by using undeveloped land.

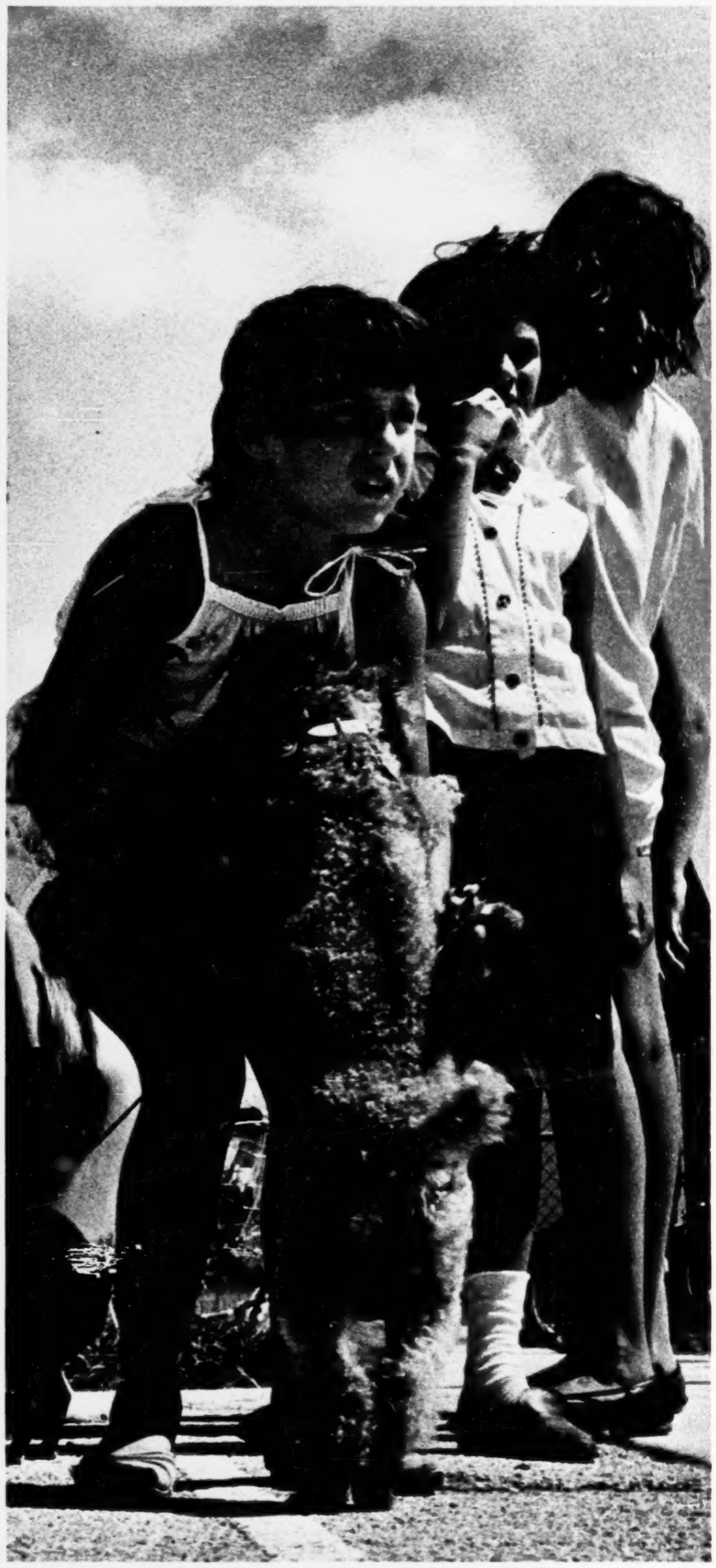
Grants are made where assistance for acquisition or development is needed to carry out a unified or officially coordinated program for provision and development of open space as part of a comprehensive area development plan. Thus, there are two basic planning requirements: (1) there must exist adequate comprehensive planning for the urban area; and (2) there must exist, consistent with comprehensive planning, an adequate open space acquisition and development program for the urban area.

Executive Order 11237 has been issued to facilitate coordination between HUD's Open Space Land Program and Interior's Land and Water Conservation Fund program. The order sets out the areas of primary responsibility for both programs and provides for consistency in planning requirements. The area of primary responsibility for the Land and Water Conservation Fund is to assist in acquisition of outdoor recreation resources of statewide and national utility as well as to assist in the acquisition of lands for larger regional parks, and recreation and scenic areas to serve residents of urban and other local areas.

On the other hand, the Open Space Land Program is primarily responsible for assisting in the acquisition of lands within urbanized areas for neighborhood, community, and smaller regional parks and other open space.

Comparable planning requirements must be met by applicants regardless of where they seek

Pets are part of a varied, continuing recreation activities program that has made the Metropolitan Dade County, Florida, recreation division popular among all residents.



assistance. That is, if the fund assists in purchasing land within an urbanized area, this acquisition shall reflect consideration of the comprehensive planning requirements being carried on for the area. If the Open Space Land Program assists with purchase of a large regional park beyond an urbanized area, this acquisition must conform to the statewide outdoor recreation plan requirements of the Interior Department.

Urban Beautification and Improvement

The Urban Beautification and Improvement Program, also a part of the amended Title VII of the Housing Act of 1961, provides grants to state and local agencies to beautify and improve public lands in urban areas.

Federal grants may be used for park development; upgrading public areas such as malls, squares and waterfronts; street improvement such as tree planting; and activities on behalf of the arts, such as facilities for outdoor exhibits.

Grants may not exceed 50 per cent of the amount by which the cost of approved urban beautification and improvement activities exceeds the usual expenditures for comparable activities. Beautification and improvement activities must take place on land the public owns or controls, must have significant long-term benefits for the community, and must be important to the comprehensively planned developments of the locality.

A small portion of funds authorized for urban beautification and improvement may be used for grants covering up to 90 per cent of the cost of projects with special value in developing and demonstrating new and improved methods for urban beautification.

Neighborhood Facilities Program

Grants may be made to local public bodies and agencies to assist in financing specific projects for a neighborhood, including neighborhood and community centers, youth centers, health stations, and other public buildings to provide health, recreation or similar services. Grants may cover up to two-thirds of project costs (up to three-fourths in redevelopment areas). A project may be undertaken directly by the local public body or agency or through an approved nonprofit organization.

Urban Renewal Program

The provision of outdoor recreation and historic preservation are encouraged as part of assisted urban renewal programs. The urban renewal plan, a prerequisite for federal assistance, must give consideration to provisions of adequate park and recreational facilities. Local expenditures for acquisition of land for parks or playgrounds serving a renewal area may be counted as local matching funds toward the federal grant (generally two-thirds). This program also provides planning advances and temporary loans and guarantees.

Public Works Planning Advances

Interest-free advances may be made to responsible state or local public bodies to assist in the planning of specific public works or facilities, including recreation projects. The advances are repayable when construction of the planning project starts.

Contact: For all of the above programs: Regional Director, Department of Housing and Urban Development (listed in the appendix).

General Services Administration

STATE and local governments can apply to General Services Administration (GSA) for federal surplus real property at a 50 per cent discount for park and recreation purposes and without cost for historic monument purposes.

Under the program (Federal Property and Administration Services Act, P.L. 81-152) the Bureau of Outdoor Recreation makes on-site investigations for General Services Administration to determine the suitability of transferring federal surplus property to state and local public agencies for the above purposes. The bureau also alerts these agencies of the availability of such property and helps them complete applications when necessary. Through this program 329 areas totaling over 50,000 acres have been acquired by state and local agencies at half of their fair market value.

Contact: Property Management and Disposal

CASE STUDY

Atlanta and Fulton County, Georgia

The City of Atlanta and Fulton County, Georgia, attribute part of their success in the park and recreation field to financial assistance received from the state and federal governments. Both Atlanta and Fulton County have participated in the Land and Water Conservation Fund and the Open Space program. Atlanta has also taken part in U.S. Army Corps of Engineers projects, the Neighborhood Facilities Program, and the Neighborhood Youth Corps program.

Based on procedural guidelines for local participation in the Land and Water Conservation Fund, Atlanta successfully justified a grant of $15,550 from this fund to build a hiking and biking trail. The 4.1-mile urban path is now being constructed. Part of the success of getting this grant is attributed to the initiative the State of Georgia took in researching and publishing two manuals, "Guidelines for Participating in the Land and Water Conservation Fund" and "Land and Water Fund Application Procedures."

Atlanta was the first city in the country to receive an open space grant. Fulton County was awarded open space money to buy sites for two major parks, with the federal government providing 30 per cent of the funds. The tracts, one consisting of 118 acres and the other of 72.5 acres, are currently being developed. The state has authorized Fulton County to proceed with the purchase of four additional sites. Atlanta will use open space funds to develop 14 neighborhood parks.

Neither the city nor the county had difficulty meeting the U.S. Department of Housing and Urban Development's requirements for areawide comprehensive planning, for Georgia and its local governments have been involved in regional planning for many years. In 1960 the General Planning and Zoning Enabling Act of Georgia was amended to authorize formation of multi-county regional planning commissions throughout the state. By 1967, 17 regional planning advisory commissions representing 95 per cent of the state's population had been formed. Georgia allocates $15,000 annually to each group to finance planning activities and matches expenditures above that amount dollar for dollar, up to $40,000.

In addition to federal funds obtained from these two sources, Atlanta is constructing eight multiple service centers with assistance from the Neighborhood Facilities program. The federal government is paying two-thirds of the construction costs.

The city is working with the U.S. Army Corps of Engineers to provide recreation and work opportunities for deprived children. Children are bussed by the city to a 40-acre park site on Lake Altoona, a lake impounded by a corps reservoir, and are given an opportunity to work outdoors and enjoy camping.

Atlanta, Fulton County, and the State of Georgia realize the value of parks, and are taking advantage of federal funds to secure them.

Service, General Services Administration, Washington, D. C. 20405; or the appropriate GSA regional office.

Department of Agriculture

As MIGHT be expected, Department of Agriculture assistance programs are used most frequently in rural areas, through new programs like Greenspan are especially useful in the fringe areas between rural and urban areas.

Soil Conservation Service

The Soil Conservation Service of the Department of Agriculture provides technical assistance to landowners and operators and helps state and local governments develop public, water-based recreation areas and facilities on watershed projects. Responsibility for educational assistance and advice has been assigned to the Federal Extension Service. The department also furnishes leadership for the development of rural, nonfederal lands.

The small watershed projects authorized by P. L. 83-566 offer an excellent opportunity for the development of recreation facilities. The Watershed Protection and Flood Prevention Act was amended by Congress in 1962 to allow the federal government to give technical and financial help and long-term loans to watershed-project sponsors in developing public recreation facilities.

Watershed projects must be started, sponsored, and maintained by units of government, such as soil and water conservation districts, conservation districts, municipal and county governments, and state agencies. The Department of Agriculture provides technical development through the Soil Conservation Service and the Farmers Home Administration.

Contact: The local soil conservation service office, or Soil Conservation Service, Department of Agriculture, Washington, D. C. 20250.

Farmers Home Administration

The Farmers Home Administration (FHA) makes or insures loans to rural community groups to finance recreation facilities. Most of the funds for these loans are provided through private lenders and insured by the government. The funds may be used to develop land and water resources; repair and construct buildings; purchase land, equipment, livestock, and related recreation items; and pay necessary operating expenses. Loan applications are made at Farmers Home Administration local county offices.

In addition to the above, FHA serves as the chairman of state, area, and county Technical Action Panels. These panels help local leaders identify problems that are blocking economic and social growth and locate federal and state services that can be used in solving these problems. Technical Action Panels also provide technical assistance to rural area development committees and other locally organized groups to help local people use government programs to create jobs, fight poverty, build new business and industry, develop needed community facilities (including recreation), replace substandard housing, and carry out other measures that up-date and strengthen the local economy.

Contact: Farmers Home Administration, Department of Agriculture, Washington, D. C. 20250.

Greenspan

Greenspan is an assistance program of particular interest to rural counties. It is part of the new Cropland Adjustment Program (P.L. 89-321) to help farmers divert cropland to conservation uses. This program also offers state and local government agencies financial assistance to acquire cropland for preserving open space and natural beauty, for developing wildlife or recreation facilities, or for preventing air or water pollution. In addition, it offers cost-share aid in establishing land conservation practices to protect open space, natural beauty, wildlife or rec-

Outdoor recreation can sometimes be achieved by the simple expedient of taking an indoor game — checkers — outdoors.

reation resources. Greenspan information and application forms are available from the county Agriculture Stabilization and Conservation Service (ASCS) office where the land is located.

Department of Defense

DEFENSE Department programs of interest to park and recreation administrators and local government officials are generally administered through the Army Corps of Engineers. In recent years, however, outmoded military bases have been the subject of negotiations between local and Defense officials. Some localities would like to convert them to recreation uses.

Army Corps of Engineers

The Federal Water Project Act of 1965 (P.L. 89-72) provides for development of recreation areas at federally constructed water projects. The federal government can assume up to 50 per cent of the separable costs of recreational development at a water resource project and all of the joint costs allocated to recreation.

Recreation and fish and wildlife enhancement can be considered a project purpose if local interests agree to participate to the extent of 50 per cent of the separable recreational costs; all costs of operation, maintenance, and replacement; and to administer project land and water areas for recreation and fish and wildlife enhancement. This act applies to all water resource development agencies.

States and local governments also may be granted leases, at no cost or a nominal fee, on lands comprising a corps project for recreation, as well as other purposes.

Corps plans and data related to recreation and conservation planning, maintenance, and administration are available to state and local governments at the cost of reproducing such information. In addition, under the Flood Plain Information Studies Program, the Corps of Engineers provides information for use in planning and regulating the use of flood plains. Application for studies must be made by a state or a responsible local agency and should be submitted to the Corps of Engineers district in which the problem area is located.

Section 103 of the Rivers and Harbors Act of

1962 (P.L. 87-874) provides for federal assistance to restore and protect state, county, and other publicly owned shore parks and conservation areas. This program can be either a federal grant-in-aid or a direct federal development program. Grants are available for projects affecting privately owned shores if they are of benefit to the public.

Federal assistance can assume up to 50 per cent of the construction cost to protect publicly owned or used beaches and up to 70 per cent to protect publicly owned shore parks or conservation areas.

State and local officials, after consulting the nearest District Engineer, may request authorization of surveys through their Senator or Congressman. Federal contributions to protect shores are subject to adoption and authorization of funds by Congress after study by the Corps of Engineers.

The Secretary of the Army may reimburse local government projects that do not exceed $1 million and that meet the following conditions: (1) include a zone which excludes permanent human habitation; (2) include but are not limited to recreation beaches; (3) satisfy adequate criteria for conservation and development of natural resources of the environment; (4) extend land-

CASE STUDY

Jackson County, Missouri

From the time the National Housing Act of 1961 was passed until May, 1965, Jackson County, Missouri, tried unsuccessfully to obtain financial aid to buy additional park sites. Applications requesting funds from the Open Space Land Program and the 701 Urban Planning Assistance Program were rejected because cities and counties in the Kansas City metropolitan area, including Jackson County, did not coordinate their park and recreation activities. It was necessary to create an areawide comprehensive planning agency to qualify for Department of Housing and Urban Development financial assistance.

In 1962 the county park and recreation department, in an attempt to meet planning requirements, developed a preliminary guide plan for a major park system. All municipalities within Jackson County were invited to a meeting to discuss the plan's proposed system of county parks, connected by 220 miles of trails and scenic drives. This effort failed because of lack of response to the invitation.

In 1964 progress was made in neighboring Kansas. The cities and counties of the Kansas City metropolitan area created the Transportation Planning Commission by concurrent resolution. In addition to other responsibilities, it was to cooperate with the bi-county Johnson-Wyandotte Regional Planning Commission in developing a comprehensive plan. With the establishment of these two agencies, a foundation was laid for the creation of a park and recreation authority for the entire metropolitan area.

Jackson County park and recreation department representatives met with delegates from two other counties and 15 cities and towns in both Kansas and Missouri to discuss formation of the Kansas-Missouri Park and Recreation Authority Association (KA-MO-Par). The purposes of the association were to establish communication among park and recreation directors in the metropolitan area and to provide park data to the two Kansas agencies developing the comprehensive plan.

The KA-MO-Par Open Space Land Agreement was signed in November, 1964. All members agreed to endorse the plan of the bi-county planning commission and the transportation commission, and to use it as a guide when buying park sites. Each member would develop a local park and recreation plan, and purchase land in accordance with it, but all acquisitions would first be reviewed by KA-MO-Par. Applications for federal funds would be approved by the association.

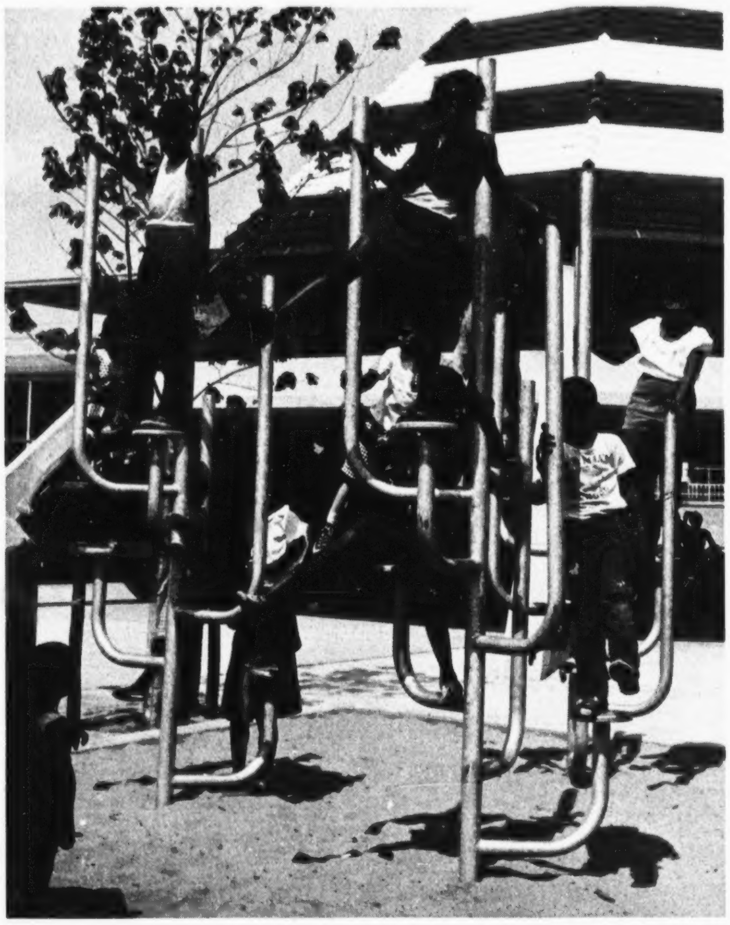
"Standards and Criteria for Park and Recreational Areas in the Greater Kansas City Area" was published in 1965 to assist members in planning to meet long-range needs. Seven classifications of parks were listed, plus the land and facility requirements for each type. A standard of 22 acres per 1,000 population, of which 18 acres would be devoted to regional parks, was adopted.

The organization has successfully fostered informal communication among park and recreation directors. Some administrators in the area met for the first time when KA-MO-Par was formed. Now telephone calls and meetings are frequent.

Jackson County now became successful in obtaining federal funds. Open space grants enabled the county to buy 170 additional acres for an existing park, and 1,834 acres for a river parkway project. A $100,000 overnight campground project is being developed with assistance from the Land and Water Conservation Fund. Approximately 100 acres were added to a river marina.

Further cooperation among all government units produced a new, more effective planning authority. In 1966 a bi-state Metropolitan Planning Agency replaced the Transportation Commission and the Johnson-Wyandotte Regional Planning Authority.

A modern variant of the jungle gym, this cactus climber in Philadelphia's McAlpin Playground draws children to it regularly.



ward a sufficient distance to include, where appropriate, protective dunes, bluffs, or other natural features that serve to protect uplands from damage; and (5) provide essential park facilities for appropriate public use, all of which meet approval of the Chief of Engineers.

Contact: Director of Civil Works, Office of the Chief of Engineers, Department of the Army, Washington, D. C. 20315, or U.S. Army District Engineer's district offices.

Federal Power Commission

THE FEDERAL Power Commission has initiated a recreation program to assure outdoor recreation resource development at all licensed hydro-electric projects. License applicants must propose a recreation plan and cooperate with state and local officials. The commission has issued a report containing criteria and standards to serve as a guide for outdoor recreation development entitled "Report on Criteria and Standards for Outdoor Recreation Development at Hydroelectric Projects." Commission funds are not available for construction of recreation facilities, but may be available through other federal aid programs.

Contact: Office of Public Information, Federal Power Commission, Washington, D. C. 20426.

Department of Labor

LABOR DEPARTMENT assistance for parks and recreation usually consists in providing laborers through various work training programs. The programs can be a likely source of staff help during peak recreation periods, for one-time operations, and sometimes for permanent staffing.

Neighborhood Youth Corps

Under Title I-B, Economic Opportunity Act of 1964 (P.L. 88-452), the Department of Labor's Manpower Administration carries out a Neighborhood Youth Corps (NYC) program. The department enters into agreements with local sponsors to develop work programs for economically disadvantaged 16- to 22-year-olds to enable them to stay in school, resume their school attendance, or improve their employability.

The program includes projects which will contribute to the conservation, development, or management of a community's natural resource or recreation areas. Priority is given to projects having a high training potential for young participants.

Projects must permit or contribute to an undertaking or service in the public interest which otherwise would not be performed; must not displace any workers or impair existing contracts for services; and must not involve construction, operation, or maintenance of any facility used or to be used for sectarian instruction or as a place for religious worship. (See Albuquerque, New Mexico, case study.)

Sponsors may be non-federal government units or private non-profit organizations. States, counties, municipalities, and authorized subdivisions such as park commissions, boards of education, municipal hospitals, state and public libraries are generally eligible to enter into agreements.

The federal government can pay up to 90 per cent of the cost of approved Neighborhood Youth Corps projects. The local sponsors' share may be in cash or in kind (facilities, equipment, services provided and supplies).

Contact: Bureau of Work Programs, U. S. Department of Labor, Washington, D. C. 20036.

Adult Work-Training Experience

Title II, Section 205(d) of the Economic Opportunity Act (P.L. 88-794) authorized Operation Mainstream, a program to establish work training and employment projects for adults 22 years of age or older who are chronically unemployed and have an annual family income below the poverty line. It enables such persons to contribute to the betterment and beautification of communities. Job opportunities involve management, development, and conservation of public parks, recreation areas, and highways.

State and local agencies and private non-profit organizations may sponsor projects under this program. Federal financial and technical assistance are provided. The federal government will generally defray no more than 90 per cent of the project costs. Non-federal contributions may be in cash or in kind. Emphasis is placed on establishing projects in rural areas or towns.

Contact: Bureau of Work Programs, U. S. Department of Labor, Washington, D. C. 20036.

Department of Health, Education and Welfare

Administration on Aging

Public Law 89-73 established the Administration on Aging, which serves as a clearing house to distribute information; to develop, conduct, and arrange research and demonstration programs; and to provide technical assistance to state and local governments. Operated at the state level, the administration provides for up to 75 per cent federal grants for community planning and coordination programs for existing centers conducting recreational and other leisure-time activities. Construction costs are not included.

Contact: Administration on Aging, Fourth Street and Independence Avenue, S.W., Washington, D. C. 20201.

This wooded, campfire area is located in Mount Madonna Park in Santa Clara County, California.

STATE AND PRIVATE ASSISTANCE

Each state has an agency responsible for the improvement and development of statewide recreation facilities. This agency often is responsible for coordinating many federal grant-in-aid programs now available to local governments and administering state aid. The proliferation of federal programs for recreation purposes has tended to preempt and overshadow the generation of state programs in the area of recreation. Several states, notably New York, California, New Jersey, and Pennsylvania, have been in the forefront of expanding technical and financial assistance to meet the demands for recreation needs. Great potential lies within many states which have not yet responded to these needs.

Available State Aid

Pennsylvania is in the midst of massive statewide development of recreation areas. "Project 70," as the effort is called, derives its name from its proposal to spend $70 million by 1970 for acquisition of land and water sites. The project emphasizes both local and regional parks and for this reason $40 million has been made available to local governments on a 50-50 matching basis.

In 1966 New York passed a $200 million state bond issue for developing parks and recreation areas, much of which is to go to local public agencies in the form of grants. This was preceded by two bond programs totaling $100 million that included funds for matching grants to cities and 75 per cent grants to other local governments for land acquisition.

In Arizona, the Game and Fish Department and the State Parks Board offer assistance or administer state funds that may be granted to local governments for construction of recreation facilities. In addition, the State Parks Board offers technical and advisory service at no charge to local governments on many kinds of recreation and park activities.

The Arizona State Lake Improvement Fund is a source of state aid administered by the director of the State Parks Board. Project grants from this fund may be obtained on request by county boards of supervisors. Utilization of these funds is restricted to recreation developments on lakes. Funds accumulated in a two-year history of this fund have varied from $350,000 to $400,000 annually. Future estimates of income for this program predict an increase of revenue as more lakes and facilities become available. The revenue source of the State Lake Improvement Fund is based on state motor-boat fuel and boat registration taxes.

The State of Massachusetts permits cities and towns to establish conservation commissions for the promotion and development of natural resources and for the protection of local watershed resources (Chapter 40, Section 8c, Commonwealth of Massachusetts). There were approximately 270 commissions existing in 1966. To assist the commissions, the State Department of Natural Resources maintains a self-help program whereby a community conservation commission can receive up to 50 per cent of acquisition costs

CASE STUDY

Albuquerque, New Mexico

Albuquerque, the largest city in New Mexico, is located in the most populated county. The city's population grew from 96,815 in 1950 to 201,189 in 1960 — an increase of over 100 per cent.

Primary responsibility for providing recreation for this growing population rests with the city Department of Parks and Recreation. The department cooperates with public and private agencies to take full advantage of assistance programs offered. Functional agreements to coordinate recreation efforts have been made with Bernalillo County and the Albuquerque public school system. The Metropolitan Parks and Recreation Advisory Board has members from the city, county, and schools.

Albuquerque has made extensive use of the Land and Water Conservation Fund, provisions of the Recreation and Public Purposes Act, and the Neighborhood Youth Corps program. Grants from the Land and Water Conservation Fund are being used to develop a 42-acre recreation area in the heart of the city. This ambitious project will provide camping, picnicking, and play facilities for thousands of people. Another project will acquire and develop a play area adjacent to a public school.

Under provisions of the Recreation and Public Purposes Act, the city is currently leasing some 8,250 acres of public domain land from the Bureau of Land Management at $.25 an acre. At one 300-acre plot the city, with assistance from the National Audubon Society, will develop a nature center. On larger plots development of a system of hiking and riding trails has begun.

Participation by the city in the Neighborhood Youth Corps program is also the responsibility of the Parks and Recreation Department, which cooperates with the Albuquerque-Bernalillo County Economic Opportunity Board. Efforts under this program have been concentrated on establishing neighborhood centers that have direct relationship to recreation programs. Enrollees in this program have been assigned to many departments of municipal government. Those working in the parks and recreation department have augmented staff by assisting in preschool, arts and crafts, games and sports programs, and by working in the department's parks maintenance division.

The initial project under this program started in July, 1965, and was scheduled to continue for six months. The federal government, under the Economic Opportunity Act, contributed $302,340. The city's share was $53,446 in services and materials. A total of 349 underprivileged youths were enrolled. A second six-month project began in April, 1966. Federal contributions were $238,140 and the city's share was $24,000. A third project has been submitted in the amount of $373,190 and requested to run for 52 weeks. The city's share in this project would be $44,760.

CASE STUDY
Abington, Pennsylvania

Abington Township is located in Montgomery County, Pennsylvania, north of Philadelphia. It has a population of 62,000. It operates under a township-manager form of government. The Park and Recreation Department was formed in 1961 and now administers 14 neighborhood parks, 1 community park, 1 cultural center, and 1 nature center for a total of 300 acres. There is considerable cooperation between the department and the local school district regarding the use of school facilities for recreation purposes.

In 1966 the Park and Recreation Department was one of eight city and county departments chosen to participate in a pilot recreation project sponsored by the Lifetime Sports Foundation. The purpose of the project was to build interest in sports which can be enjoyed by people of all ages. It was designed to provide the basic skills necessary to fully participate and enjoy sports which are not restricted to certain age groups. Currently, badminton, bowling, golf, and tennis are featured in the Abington Project, but swimming, boating, fishing, hunting, cycling, archery, camping, canoeing, handball, billiards, horseback riding, skiing, ice skating, roller skating, and sailing can also qualify as lifetime sports.

Although the foundation does not provide financial assistance in setting up the projects, it does provide technical and advisory help in the initial stages. Additional information concerning the functions and purposes of the foundation may be obtained by writing The Lifetime Sports Foundation, 1725 K Street, N.W., Washington, D. C.

Now in its second year of operation, the Abington project has been successful. The program is run on a year-round, overlapping basis with each session running from six to ten weeks, depending on the sport. The total enrollment is over 700. For the amount of return, the cost to the department in money and manpower is astonishingly low. The entire program is operated with a full- and part-time staff of 50 and costs the department only $1,600 per year.

In Abington overall responsibility for program administration rests with the assigned project director, who is directly responsible to the parks and recreation superintendent. Playground supervisors receive professional instruction in the techniques of teaching badminton. Bowling proprietors provide professional staff members for instruction purposes. Professional tennis and golf instructors are hired for special training in these sports.

In addition to the assistance provided by the Lifetime Sport Foundation, the department has extensively utilized the planning services available from Fels Institute of State and Local Government, a part of the University of Pennsylvania.

of conservation lands. A community utilizing federal programs through its conservation commission may receive, through the state program, 50 per cent of the non-federal cost of acquisition. This could mean that up to 75 per cent of the total cost would be met by a combination of federal and state programs.

Many states have established recreation commissions designed specifically to deal with the development of recreation. Although the commissions vary administratively from state to state, their duties are similar.

For example, the South Carolina Recreation Commission has as its duties the following:

1. To study and appraise recreation needs of the state and to assemble and disseminate information relative to recreation.
2. To cooperate in the promotion and organization of local recreation systems for counties, municipalities, and other poliical subdivisions of the state, and to advise them in the planning and financing of programs.
3. To aid in recruiting, training, and referring recreators, and to promote recreation institutes.
4. To aid in establishing and promoting approved recreation standards.
5. To cooperate with state and federal agencies, recreation advisory committees, private membership groups, commercial recreation interests, and with individuals.

Model State Programs

NEW JERSEY'S Green Acres and California's huge financial aid program are fine examples of the kinds of assistance state governments can provide localities in meeting their park and recreation needs.

New Jersey's Green Acres

In 1961 New Jersey voters ratified the New Jersey Green Acres Bond Act. It authorized a

In the winter, Winton Woods Lake becomes a huge outdoor ice skating rink, courtesy of Hamilton County, Ohio.

$60-million program to finance acquisition of recreation and conservation lands. Of the total amount, $20 million was for grants on a 50 per cent matching basis to local governments and $40 million was for state land acquisition. The bonds are funded from state park and other state recreation facility fees and from taxes collected under the State Business and Tax Act of 1945. This program is administered by the State Commissioner of Conservation and Economic Development (New Jersey Laws of 1961, Chaps. 45 and 46).

The objectives of New Jersey's Green Acres Assistance Program are to promote public health, prosperity, and general welfare and to help provide necessary recreation, conservation, and scenic areas by assisting public bodies to preserve open land.

Grants of up to 50 per cent are made directly to eligible local governments for acquiring title to or other permanent interests in open land. The local unit pays the remainder of the total cost of acquisition, including any professional and development costs.

To qualify, local units must have authority to acquire title to, or permanent interests in, open land; must be able to provide their share of the cost; and must have authority to contract with the state and to receive and expend state funds.

The Green Acres program has as its goal the acquisition of (1) recreation areas for camping, fishing, swimming, boating, and hunting; (2) conservation lands that include natural, historic, and scenic areas; and (3) open lands in urban areas to be developed for recreation as appropriate to demands of the population served.

A grant will be made to a local unit for the acquisition of lands for conservation, open areas, parks and reservations for extensive recreational use and parks, playgrounds, and playfields for more intensive development. Beaches, shore front properties, marinas, and boat launching sites are eligible.

Qualifying local units must provide the following information in application forms: Describe land acquisition for which a grant is sought; state recreation and conservation purpose or purposes to which such lands will be devoted; state circumstances which give rise to the need for lands for such purpose; state-adopted regulations governing administration, use, and development of lands in question.

In addition, the following planning requirements must be met: The proposed use of land for permanent open space must be in conformance with a comprehensive plan for development of the local unit and the comprehensive plan must have the approval of the local planning body.

If a comprehensive plan covering the local unit

Pike's Peak and the Garden of the Gods are natural beauties that need protection by all levels of government.

has not been completed, an application for a Green Acres grant may be approved on the basis of a comprehensive planning program which has as one of its long-range objectives the development of a comprehensive plan and capital improvements program for the local unit.

California Program

California voters ratified a $150-million program that provides $85 million for acquisition of state beaches, parks, recreation areas, and historic sites; $20 million for minimum development of those lands; $5 million for acquisition and development of fish and wildlife areas; and $40 million for grants to local governments for acquisition and development. The funds for local programs are allocated among the state's 58 counties on the basis of estimated population as of July 1, 1975. Each county is entitled to a minimum of $75,000. Local governments may apply for grants upon approval of county boards of supervisors. The program is administered by the Resources Agency of California, Sacramento (Derring's California Public Resources Code, Ann., Sec. 5096.1-5096.28. *Also* California Statutes, 1963, Chap. 1690.)

The aim of the California Beach, Park, Recreational and Historical Facilities Bond Act of 1964 is to "serve the greatest number of people at the earliest possible time." Though no matching funds are required, consideration of local efforts to acquire and develop outdoor recreation and facilities affect priorities.

To qualify for state funds, local projects must: (1) Serve day use primarily; (2) provide outdoor facilities and activities; (3) provide more than one recreational use; (4) provide public kinds of recreation rather than uses which are more appropriately developed by private industry; (5) be available to the public within a reasonable length of time; (6) fulfill a demand for regional recreation use in the geographical location proposed.

Except under unusual circumstances, state grants are not approved when other state, federal or local funds for regional projects are available, unless used on a complementary basis. Land acquisition is limited to 50 acres or more, and the county must obtain rights and interests in land to insure future permanent use for public recreation. The planning requirements are that the county have a general plan (including recreation) approved by the board of supervisors; the project be on the recreation general plan; the general plan conform to the provisions of Title VII of the Housing Act of 1961; and there be general conformation to the state development plan.

Expenditures for local projects are limited to land acquisition; clearing; grading; drainage; planting; construction of walks, roads, parking areas, buildings and other structures necessary for public recreation uses, or operations and maintenance of the project; costs of reservoir construction directly related to recreation purposes; installation of utilities; and appraisal, legal, planning, engineering, or other fees pertaining to the project.

Recreation Bond Act funds may not be used for equipment, supplies, operation or maintenance, or purchase of publicly owned land except to preserve it for recreation.

University Assistance

UNIVERSITIES in many states have been sources of advisory assistance in the field of recreation administration, training, planning, and construction. Research on specific problems or in areas of potential development can also be arranged through contact with various educational institutions.

Maricopa County, Arizona, for instance, contracted with Arizona State University for a study of the economic implications of a regional park system in the county. The study in turn proved valuable in formulating the master plan for recreational development. Similar studies have been made in other parts of the country.

Graduate students and research assistants employed to study aspects of recreation can be partially supported by numerous federal grants. An up-to-date list of all colleges and universities that maintain recreation curricula is available from the National Recreation and Park Association, 1700 Pennsylvania Avenue, Washington, D. C.

Private Assistance

LOCAL CHAPTERS of national philanthropic, religious, service, and conservation organizations can often aid and supplement government action. The Nature Conservancy, an organization dedicated to preserving natural areas, offers interest-free loans to local governments for immediate acquisition of park sites. The conservancy also administers land donated to it or owned by other agencies.

Contact: Nature Conservancy, 1522 K Street, N.W., Washington, D. C.

The Izaak Walton League of America, a national organization with state divisions and local chapters, helps local officials conserve, maintain, protect, and restore natural resources. Like the Nature Conservancy, the league acquires land and preserves its natural character. It also owns and operates campgrounds called Izaak Walton Parks throughout the country. The camps are used primarily by chapter members; however, some public use is permitted.

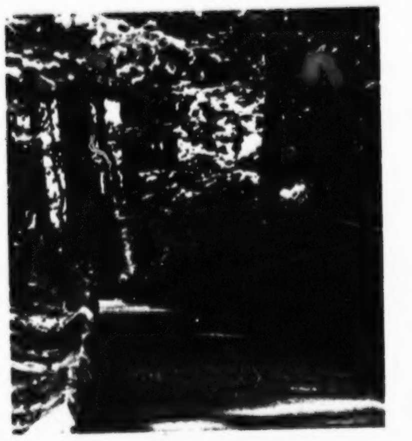
Women's clubs, Audubon Society, National Wildlife Federation, garden clubs, Young Women's Christian Association, Young Men's Christian Association, The Conservation Foundation, Boy Scouts, Girl Scouts, and other groups are eager to help local governments plan, acquire, and develop park sites. Their assistance should be sought. For a comprehensive listing of organizations, agencies, and officials concerned with natural resources see a current *Conservation Directory*, published by The National Wildlife Federation, 1412 16th Street, N.W., Washington, D. C. 20036. Price, $1.

STATE ASSISTANCE

(Compiled from questionnaires returned by each state in 1967)

State	Land Acquisition	Purchase of Recreation Equipment	Recreation Facilities	Technical and Advisory Service	Education and Training	Recreation and Cultural Programs	Development of Recreation for Special Groups	Other (pre-fab facilities, coordination, etc.)
Alabama								
Alaska				X				X
Arizona			X	X				
Arkansas				X				X
California	X		X	X				
Colorado	X		X	X				X
Connecticut	X			X				
Delaware	X			X				
Georgia				X				
Hawaii	X		X	X		X	X	
Florida	X		X					
Idaho				X				
Illinois			X	X				
Indiana	X		X	X			X	
Iowa				X				X
Kansas				X		X		
Kentucky						X	X	
Louisiana	X	X	X	X		X	X	
Maine	X		X	X			X	X
Maryland	X	X	X	X		X	X	
Massachusetts	X			X			X	
Michigan	X		X	X		X	X	
Minnesota	X	X	X	X			X	
Mississippi				X				
Missouri	X		X	X				
Montana	X		X	X			X	
Nebraska	X		X					
Nevada				X				
New Hampshire				X		X		
New Jersey	X			X				X
New Mexico	X	X	X	X		X	X	
New York	X		X	X		X	X	X
North Carolina	X			X	X	X	X	X
North Dakota	X		X	X				
Ohio	X	X	X	X				X
Oklahoma				X				
Oregon			X	X	X	X	X	X
Pennsylvania	X	X	X	X	X	X	X	X
Rhode Island	X		X	X			X	
South Carolina					X			
South Dakota	X		X	X				
Tennessee	X		X	X				
Texas	X	X	X	X	X	X	X	
Utah								X
Vermont	(pending)							
Washington	X			X	X			X
West Virginia								
Virginia	X		X					
Wisconsin	X		X	X				
Wyoming	X	X	X		X	X	X	

Technical and Financial Assistance ACTION PLAN



Before considering the use of assistance programs the community should analyze its specific needs related to recreation and park development, formulate alternative local solutions to meet these needs, and only then investigate opportunities for assistance. In most cases federal and state funds should be used as complements to money provided by local government. In fact, in most instances this is a stipulation required in qualifying for programs. Moreover, as noted in the National Recreation and Park Association publication, *Federal Assistance for Recreation and Parks,* federal money is not permitted to provide for the operation, maintenance, or personnel costs for new local facilities started with federal funds. This publication urges, therefore, that communities do not consider federal assistance of any kind unless the particular project or service is so necessary that it would be provided even without federal money.

Public Officials Should:

Gather the latest information regarding assistance programs when contemplating their use. This is the case whether the assistance is federal, state, or private. There may be numerous programs applicable to a particular situation. Knowledge of a variety of these is helpful in selecting the appropriate one. Local federal aid coordinators are particularly helpful at this stage.

The most complete and up-to-date summaries of federal assistance are the above mentioned publication of the National Recreation and Park Association and the *Catalog of Federal Assistance Programs,* published by the Office of Economic Opportunity, Executive Office of the President, Washington, D. C. 20506. In addition, the Bureau of Outdoor Recreation has issued the previously mentioned pamphlets, *Federal Assistance in Outdoor Recreation* and *A Directory of Private Organizations Providing Assistance in Outdoor Recreation.*

Contact appropriate state and regional offices. Discussions should be held with representatives of these offices on the nature of the project and the advisability of utilizing external assistance. The addresses of the regional directors of several federal government departments are listed in this guide. Only with their approval should formal application be made. The application itself must be fully documented and accompanied by all relevant supporting material. Assistance procedures of private organizations are generally less formal but, as discovered by many communities, only limited funds and technical advice are available.

Be aware that approval of applications for state aid and especially for federal assistance may be delayed. In some cases the delay may be up to a year. However, after submission of all papers, periodic status requests should be made, and upon undue delay, congressional representatives should be notified.

APPENDIX

Bureau of Outdoor Recreation

For information regarding programs administered by the Bureau of Outdoor Recreation, contact the Central Office, Washington, D. C. 20240, or the Regional Director, Bureau of Outdoor Recreation, Department of the Interior, in one of the following cities:

Pacific Southwest Region: 450 Golden Gate Avenue, Box 36062, San Francisco, California 94102 (California, Nevada, Arizona, Utah, Hawaii, American Samoa, and Guam)

Pacific Northwest Region: U. S. Courthouse, Room 407, Seattle, Washington 98104 (Washington, Montana, Idaho, Oregon, and Alaska)

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Department of Housing and Urban Development

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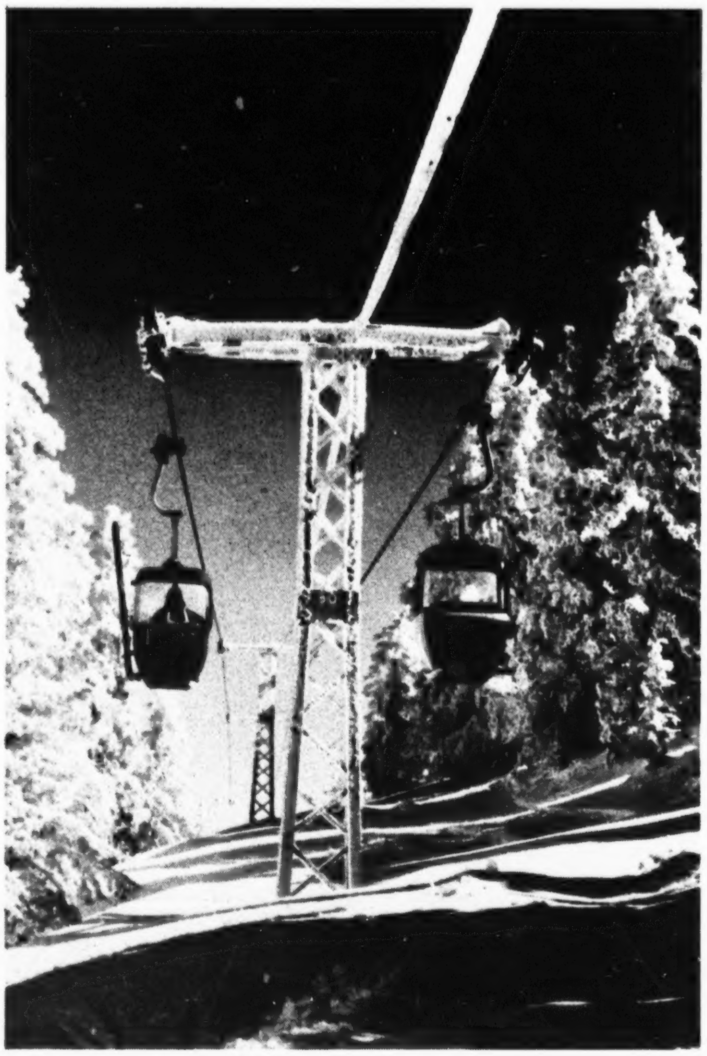


NATIONAL ASSOCIATION
OF COUNTIES
RESEARCH FOUNDATION
1001 Connecticut Avenue, N.W.
Washington, D. C. 20036

Developed in cooperation with the
Bureau of Outdoor Recreation,
U.S. Department of the Interior

Community Action Guide
for Public Officials

Outdoor Recreation

8 LAND ACQUISITION

THIS is one in a series of ten Community Action Guides designed to provide local elected and appointed policy-making officials and other community leaders with guidelines for establishing a comprehensive outdoor recreation program.

Our objective is to present in concise, non-technical form material that can be used by public officials who make the basic policy decision of how much money will be spent on recreation facilities and where parks will be located. We attempt to point out the importance of furnishing opportunities for outdoor recreation and to suggest methods of organizing a park and recreation department, developing an outdoor recreation plan, purchasing land, and performing related functions. The guides should be useful to administrators, park and recreation directors, county attorneys, planners, public works directors, and others who must deal with selected aspects of the total program. Community groups should also find them helpful.

Our information was obtained from first-hand interviews with officials in over 60 communities with successful programs. We attempt to pass on to like-minded officials the collective experience of these practical, action-oriented officials and civic leaders. To give community leaders an opportunity to study these guides and discuss the ways in which they can be used most effectively, we will hold thirty Outdoor Recreation Institutes throughout the nation in the next two years.

We cannot afford to abuse our natural environment, scar our scenic wonders, and destroy our historic sites. Densely populated metropolitan areas should not be devoid of open spaces and parks. If all Americans are to enjoy their precious heritage, every community must initiate a park and recreation program.

Bernard F. Hillenbrand
Executive Director
National Association of Counties
Research Foundation

Developed in cooperation with the Bureau of Outdoor Recreation, U.S. Department of the Interior

Natural wonders like
Kauai's Waimea Canyon
are obvious targets for
acquisition and preservation,
but so are inner-city parks
and regional open spaces.

Community Action Guides for Outdoor Recreation

8 LAND ACQUISITION

Acquisition Policy

Types of Parkland

Methods of Acquisition
- *Full Title Negotiation*
- *Installment Buying*
- *Tax Delinquent Land*
- *Advance Acquisition*
- *Eminent Domain*
- *Donations*

Interests Less Than Fee
- *Easements*
- *Leases*

Action Plan

Photo credits: Waimea Canyon, Hawaii Visitors Bureau Photo; river fishing, Bureau of Land Management, U.S. Department of the Interior; Blue Ridge Parkway, National Park Service; Rock Creek, Washington Suburban Sanitary Commission Photo; tennis courts, Miami-Metro News Bureau.
Cover photos: Slide, Kenneth R. MacDonald; horses, Hamilton County, Ohio, Park District; city marina, Bureau of Outdoor Recreation; ski-tow, U. S. Forest Service; checkers, Miami-Metro News Bureau.

Land Acquisition

ACQUIRING adequate park, recreation, and open space acreage to meet the needs of tomorrow's population presents a challenge to all city and county officials. This challenge will not diminish. The amount of land available for all uses is essentially fixed, but demands for it continue to increase. As our population expands, so does the need to use the same tract of land for competing purposes.

Land is being consumed for subdivisions at an alarming rate. Fairfax County, Virginia, located in the Washington, D. C., metropolitan area, is experiencing a loss of open space typical of metropolitan counties. An open space report published by Fairfax County in 1962 states, "If the present rate of consumption of open land continues for two more decades (160-200 acres per 1,000 new residents), the entire county will have been eaten up in urban sprawl, and all of the desirable tracts of open land will have vanished."

In Berks County, Pennsylvania, not only are more acres being consumed to meet increased demand for residential developments, but dwelling unit densities are decreasing. The Berks County Planning Commission reports that whereas one acre of land supported almost 20 dwelling units in previous years, the same amount is generally used for only two to four units today. In addition to increased consumption for residential purposes, more land is needed for wider highways and larger manufacturing establishments. Bigger shopping centers surrounded by more expansive parking spaces are commonplace.

The price of land, especially sites suitable for parks, is rising spectacularly. Some public officials believe a crisis is developing. The Bureau of Outdoor Recreation, in its 1967 publication *Recreation Land Price Escalation,* reports that land values generally are rising throughout the nation at the rate of 5 to 10 per cent annually, and the value of land suitable for recreation is increasing at an even higher rate.

Because there is not enough land suitably located to satisfy all demands, and because prices are rising so rapidly, the amount available must be wisely allocated among competing uses. To some extent this task of allocating land equitably lies in the hands of local elected officials because of their authority to zone and enforce subdivision regulations. Zoning and land use decisions are difficult to make, but elected officials can be aided by a comprehensive community development plan which has been adopted following public hearings. A park and recreation master plan is part of this plan; it designates the amount of acreage required to meet recreation and open space needs in relation to other land use needs.

Acquisition Policy

BEFORE public officials embark upon a massive land acquisition program, a clearly defined policy should be established. A policy statement sets forth the goal of the acquisition program and indicates methods public officials may use to achieve that goal.

Westchester County, New York, has developed a land acquisition policy worthy of note. The policy is based on anticipated population size and characteristics by the year 2000; number of acres required to meet the recreation needs (standard of 12 acres per 1,000 projected population); general area of greatest need; and type of land and facility needed.

By the year 2000, 18,000 acres, 7,000 acres more than Westchester County possessed in 1965, will be needed to provide recreation for an anticipated population of 1.5 million. Since 80 per cent of these people will live in the southern part of the county, emphasis will be placed on acquiring lands conveniently accessible to this population concentration. The policy stresses the need to buy land immediately, before it is developed for another use. In addition to user-oriented facilities to serve the southern half of the county, prime targets for purchase include waterfront lands, natural conservation areas, and scenic areas.

A sound land acquisition policy composed of the following elements was developed for the county:

1. Recognition that establishment and operation of lands, facilities, and programs to serve active and passive recreation interests and cultural needs is a governmental responsibility.

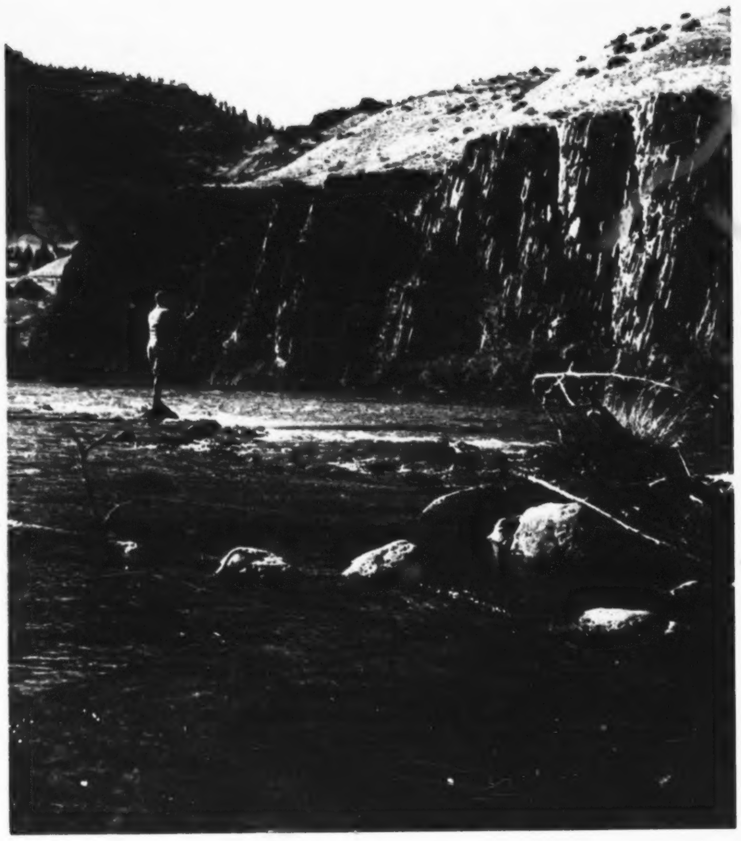
2. Recognition that all four levels of government — municipal, county, state and federal — must cooperate to serve recreation interests.

3. Division of responsibility among all four levels of government according to types of resources and programs appropriately provided by each level, and the area served by various facilities. Municipalities and school districts are responsible for acquiring lands, developing facilities, and operating programs at neighborhood and community levels. Totlots, horticultural displays, and local passive parks are provided by this level of government. The county supplements local actions by providing large parks attracting visitors from throughout the county.

The goal of Westchester County is to select park sites that contribute to a diversified, balanced park system. Conservation of land and wildlife and structuring urban development are secondary goals. This objective, similar to that sought by most city and county departments, cannot be achieved overnight.

Development of a park system offering diversified facilities and programs to all citizens desiring to participate in recreation requires years of time and effort. For this reason, the park and recreation department, assisted by elected officials and planners, must establish a system of priorities so

This view toward the Pacific shows the Waikiki hotel strip, famous tourist-recreation center in downtown Honolulu.



Sheer cliffs and the whitewater of river rapids can be protected by a variety of acquisition techniques, including riverside scenic easements.

the most pressing needs are met first. For new departments, the first priority will be acquisition and development of fundamental park and recreation facilities, with primary emphasis on buying land. Totlots, playfields, and regional parks with camping and picnicking areas are examples of basic facilities. Golf courses, arboretums, and formal gardens are specialized facilities usually acquired after basic facilities have been provided.

Once a policy and schedule of priorities have been drawn up, local officials are ready to search for potential park sites to buy. The land purchased depends on several factors, including type of facility and activity to be offered, sites available for acquisition, and money available.

Types of Parkland

NEIGHBORHOOD and community parks emphasizing intensive use and great investment in play equipment have been developed on almost every conceivable type of terrain. Even marginal land featuring gullies and relatively rough topography is enjoyed by energetic children in search of adventure. Sanitary landfills and areas scarred by mining, such as sand and gravel pits or coal strip mines, can be restored and put to use. Utility rights-of-way and abandoned transit lines provide opportunities for hiking and cycling paths.

Oakland County, Michigan, has experimented with converting sanitary landfills into recreation areas. The Southeastern Oakland Incinerator Authority transports all burnable waste material in the jurisdiction to one incinerator. After treatment and burning, the ashes and residue are dumped in an abandoned sand and gravel pit, now equipped with storm drains in anticipation of future use as a park. When the filling operation is complete, seeding, planting, and other development will transform the site into a 160-acre park that will be donated to Avondale Township for operation and maintenance.

In larger regional parks, man-made facilities give way to the beauties of nature, restored and maintained by man. Forests, woodlands, wetlands, marshes, and areas of outstanding scenic qualities are sought. Public acquisition of such areas serve conservation and wildlife interests as well as recreation needs. Forests and wetlands protect watersheds, augment water supplies, and reduce flood hazards. In addition, they foster fish and waterfowl life. Hunters, fishermen, and students of nature delight in frequenting such places.

Marshes and wetlands are not immune from pressures for development. They may be drained, filled, levelled, and dredged and then converted to residential, commercial, and agricultural uses. In the interests of recreation and conservation, public officials should discourage widespread destruction of marshlands. In the past 60 years over half of Wisconsin's wetlands have been drained and developed. Subsequently, fish, birds, and animals, deprived of a compatible environment, either die or seek new homes. Southwestern Wisconsin formerly boasted of its fine trout fishing. Few fish fill its streams now.

Alarmed at the disappearance of fish and waterfowl habitat, the federal government has taken action. In 1958 Congress passed the Duck Stamp Act and inaugurated a program of wetland acquisition. Under the law, each hunter is required to have a duck stamp. Revenue from the sale of stamps is used to buy wetlands.

Little progress was being made in the land acquisition program, so in 1961 Congress authorized an advance appropriation of $105 million to be spent on wetlands over a seven-year period. The interest-free advance is to be repaid from duck stamp revenues beginning in 1968. It is hoped that a total of 12.5 million acres will be in public ownership at the conclusion of the crash acquisition program. To offset loss of real estate tax revenues by counties in which the wetlands are purchased, Congress pays a sum agreed upon by the affected county and the Bureau of Sport Fisheries and Wildlife in the Department of the Interior.

Just as with local, user-oriented parks, the site selected for a regional park depends on the type of natural area available, its location in respect to population concentrations, and funds available for purchase. Efforts should be made to combine recreation uses with sound conservation practices whenever possible.

Before local officials purchase sites, they should

CASE STUDY

Marion County, Indiana

The first park site in Marion County, Indiana, was acquired in 1866 when the State of Indiana gave Camp Sullivan to Indianapolis. About eight years later a second park, 87 acres in size, was purchased. Few park sites were acquired from that time until the 1920's, when several purchases were made in accordance with a recently developed park and recreation plan. Gradually, however, population growth outstripped park acquisition and development. In the mid-1940's public officials sought to close the gap between park acreage needs and existing recreation space by inaugurating an ambitious land acquisition program.

As the Indianapolis park commissioners surveyed the jurisdiction, they were alarmed to discover the lack of potential park sites within the city. Indianapolis had grown to such an extent that areas large enough for citywide parks were almost non-existent. The park commissioners finally bought four sites, one in each quadrant of the county, and developed metropolitan parks.

At the same time, the commissioners realized that an increasing number of persons lived in unincorporated areas outside the jurisdiction of the Indianapolis Park Commission or the park commission of any one of the several towns within the county. To furnish parks and recreation facilities for these people, city and county officials agreed to form a countywide park system. In 1963 the Metropolitan Board of Park Commissioners was formed to administer parks throughout Marion County, including those in incorporated communities.

The present park system consists of parks ranging in size from .03 acre to 930 acres. A 2,277-acre park on Big Eagle Creek is now being developed jointly by the park board and the county flood control board. As of July, 1965, the park system included 110 publicly owned or leased parks containing a total of 4,630 acres. This acreage is distributed among neighborhood, community, and metropolitan facilities. In addition, the county boasts of 88 miles of parkways.

The park board acquires this land by a variety of methods in addition to full-title purchase. Officials encourage persons owning large tracts of strategically located property to donate their land for public parks.

Property owned by the city or county that is no longer being used for its original purpose is occasionally transferred to the park department for administration and maintenance. In turn, the park board trades property with other public agencies, such as school districts.

Parks are acquired in new subdivisions by enforcing the regulation that requires developers to preserve parkland adjacent to the property dedicated for schools. The amount of land to be preserved varies from 5 to 15 acres, depending on the type of school to be built (elementary, junior or senior high school). If the park board does not buy this property within a three-year period, the developer is relieved of his obligation to preserve it for parks.

Parkland is also leased from the state, local school districts, the airport authority, and other public and private agencies.

The metropolitan park board has established two cumulative funds to cover the costs of acquiring and developing parks. The Land Fund is used only to purchase park sites. Whenever property owned by the park board is sold to other governmental or private agencies, the proceeds are placed in the Land Fund. The money is invested, allowed to accumulate, and eventually used to replace the parks that were sold. Unlike money appropriated to the park board by the city, which if unspent at the end of the fiscal year reverts to the general treasury, the money in the Land Fund remains under park board jurisdiction. Then, when the board is ready to make a purchase funds are available. Approximately $1,700,000 was in the fund by 1967, a sum large enough to finance the land acquisition program then planned.

The second fund, the Cumulative Building Fund, is used to finance acquisition and development of land and facilities. Money for this capital improvement fund is obtained by levying a special tax. The Indianapolis Common Council is empowered to levy the tax for twelve years. The present tax rate is set at 3.5 per cent per $100 assessed valuation of personal and real property and expected to yield $570,000 annually.

Through its fund program, the metropolitan park board is developing a fine park system for residents of Marion County.

have a qualified person conduct a detailed appraisal of the land. Such an appraisal will establish a fair market value and may prevent public officials from paying too much for a park site.

Methods of Acquisition

LAND IS OBTAINED in a variety of ways; the resourceful public official will explore the possibility of using all of them. The most successful and most widely-used method is negotiation with the owner on price, and then purchase in fee simple. In some cases, payments can be spread over a long period by agreeing to buy the tract in installments. Agricultural land with potential for a regional park is purchased in this way by several local governments. Tax delinquent land, usually marginal in character and in need of much cleaning up and developing, is often acquired. Local governments accept suitable sites donated to them; some fortunate departments have been able to acquire most of their parks in this manner.

Where law permits, local officials have enacted subdivision regulations demanding dedication of park sites in new subdivisions or cash payments in lieu thereof. Public officials have exercised the power of eminent domain for park purposes. In addition, local governments have experimented with buying less than full title rights through scenic easements, right-of-way access, and conservation easements. Property and buildings have been leased inexpensively by many cities and counties.

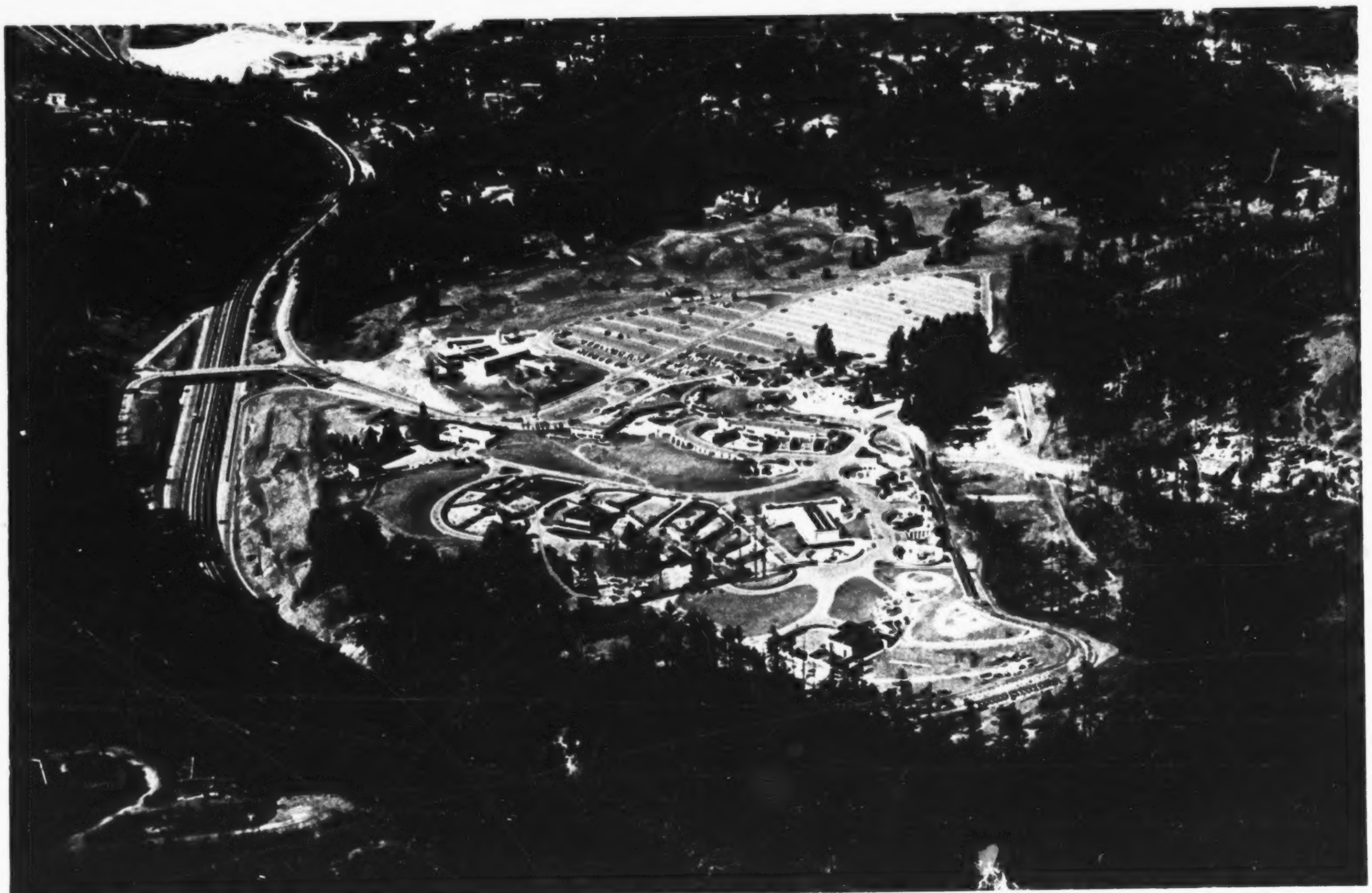
Santa Clara County, California, has protected and enhanced Stevens Creek by maintaining a riverbank, forested park.

Full Title Negotiation

Of the methods mentioned above, acquisition of full title to land is and probably will remain the most effective and most frequently used method of acquiring land for parks, recreation, and open spaces. This is the most satisfactory way because it virtually assures permanent public ownership. Land purchased with public funds will not be discarded readily. For example, the Kansas City, Missouri, Board of Park Commissioners cannot dispose of parkland unless the matter is approved by a public vote. Public land should not be sold to a private developer unless another more suitable park site is purchased simultaneously to replace it.

Public ownership does not render parks immune from pressure by those wishing to use them for other purposes. Road departments frequently route expressways through parks because they may regard these open areas as "idle land" which can be purchased for less than land supporting commercial or residential development. One park and recreation director reported that his county does not receive enough compensation for parkland taken by the state roads department to buy a site one-half the size of the destroyed park.

In some cases, roads designed for extensive use may be routed through parks without destroying their natural beauty. Officials of the road agency should meet with the park and recreation director to plan a scenic parkway that will be a pleasant experience to those using the road and will not destroy the park. If such a parkway can-



This aerial view of the Portland, Oregon, Zoological Gardens shows the large amounts of land needed for this kind of special facility, but it also serves the entire metropolitan area.

not be developed and the expressway renders the park unusable, the public roads agency should pay the city or county a fee sufficient to buy another park site comparable to the former one.

Congress adopted a national policy of discouraging the routing of highways through parks and historic sites in the Federal Aid Highway Act of 1966. Section 15 of that act directs the Secretary of Commerce to cooperate with states that are developing highway plans to assure preservation of state, local, and federal parks, historic sites, and scenic areas. The law also instructs the Secretary of Commerce, after June, 1968, to avoid funding any highway project that requires use of public parks or historic sites unless in the project planning stages alternative routes are found unacceptable. If there is no alternative to building the highway through a park, steps must be taken to minimize damage.

The primary disadvantage of buying full title to a parcel of land is cost. Many local officials think that acquisition and maintenance costs preclude purchasing enough acreage to achieve park and open space goals. In addition to the expense of acquisition, public lands are removed from tax rolls and thus no longer produce revenue. Advocates of purchasing full title argue that the value of land adjacent to parks rises and additional taxes resulting from higher assessments are more than enough to compensate for tax loss. They further maintain that if the land were developed for residential purposes, it would be an added expense for the government to service it. For information on assistance available to buy land for outdoor recreation, see *Guide Number 7, Technical and Financial Assistance*.

Installment Buying

Park commissioners in Ohio and the Maryland-National Capital Park and Planning Commission in Maryland may pay for tracts of land in installments. In both states, public authorities negotiate with landowners on a price per acre for an entire tract. An arrangement is made whereby the government agrees to purchase a set number of acres annually until the full parcel is acquired. In return, the full site is removed from the tax rolls when the initial agreement is signed.

Benefits accrue to both government and landowner. To the public agency with limited funds for capital improvement, installment buying spreads the cost over a period of several years. Thus, capital improvement monies are not entirely depleted in one year. The property owner changed for another parcel. New York and New Jersey allow local governments to buy land in excess of need and sell or lease the remainder when park need has been satisfied. The resulting profits help repay initial purchase costs.

Eminent Domain

Most cities and some counties are empowered to condemn land for park purposes. Land is taken for a public use by due process of law. The owner is entitled to receive just compensation as fixed by a jury during condemnation proceedings.

Before exercising the right of eminent domain, local officials should study the necessity of obtaining the particular site and the feasibility of acquiring it by another method. A 1965 preliminary report, "Condemnation or Negotiation in the Exercise of the Power of Eminent Domain," published by Orange County, California, stated that condemnation without prior attempts to negotiate causes resentment on the part of a property owner, results in bad publicity for the county, and should be resorted to only in exceptional cases where it can be clearly justified.

The report further concluded that condemnation proceedings, unless fully justified, result in a great waste of county funds and manpower. The overhead cost of condemnation action far exceeds that incurred in a negotiated purchase, for the staff of the county department involved and the county counsel's staff must spend extra time on the project, and court costs must be paid. Furthermore, it is not unusual for a jury to favor the "abused" property owners by fixing compensation in excess of fair market value of the property.

centers. The advocates of small local parks won a modified victory when 20 five-acre sites were purchased with some proceeds of the 1955 bond issue. The rest was used to purchase major county parks.

This same question arose in 1963, but was reconciled by a policy provision promulgated by the Park and Recreation Board which read: "At this point in the history of the county, the major part of the funds and efforts of the department should be directed toward the acquisition, development, maintenance and operation of regional parks of a substantial size, for example, 300 acres. Such parks are needed in the county. Available sites will become fewer and fewer as the county grows and projects of this dimension can hardly be undertaken by the various municipalities which lie within the county." Smaller, local parks were determined to be the responsibility of municipalities.

In 1965, when the county Planning Commission completed a major study of park needs, emphasis was placed again on major county parks. The study called for acquisition of approximately 5,900 acres at some 29 sites by 1980. Not only did the study call for 29 sites, it pinpointed them, as contrasted with earlier studies that indicated only a general area for potential park sites.

A series of events almost resulted in successful implementation of the county's park plan in one fell swoop. Unfortunately, another conflict in the county's acquisition policy resulted in a controversy causing the effort to fail narrowly.

Once the Planning Commission report was made public it received wide circulation, and as a result a blue ribbon citizen group organized a campaign to implement the report "now." The group established an Open Space Council and proceeded to secure the necessary 5,000 signatures to place before the voters a proposed $25-million bond issue to purchase the entire 5,900 acres. The principal amount of this figure was to go for the acquisition of sites, but $150,000 was to be set aside for each of the 29 sites for development.

Then a controversy arose between the citizens' Open Space Council and the Park and Recreation Board. The council maintained that the exact sites pinpointed in the report should be acquired, while the board, as well as members of the county governing body, wanted some degree of flexibility in purchasing comparable sites where desired.

In August, 1965, the proposition secured 66 per cent of the required 66⅔. The question was put back on the ballot in the November, 1966, election, but this time it was competing with a number of other bond issues and secured only 58 per cent of the vote. It appears unlikely now that the issue will be brought up any time in the near future. The report will probably be implemented on a piece-meal basis.

The Open Space Council had, however, correctly deduced that even if the bond issue had passed, there would still have been a considerable time lapse before funds would be available. Consequently, they proceeded to obtain non-interest loans from interested citizens. Proceeds to buy sites for the county are held until such time as the county is able to sell its bonds. This procedure may still be used, notwithstanding the loss of the bond issue. The county eventually will be able to buy at least part of the sites proposed in the study.

Meanwhile, St. Louis County is proceeding with a significant development program for that land already acquired.

Usually county land acquisitions can be projected far enough in advance to allow negotiation with property owners prior to having to resort to condemnation. Orange County, California, recommends that the following procedure be followed when negotiating with property owners:

1. Contact the property owner and explain the county's interest and need for a particular property.

2. Inform the owner that appraisals have been made.

3. Submit the county's offer based on an appraisal.

4. Carry on negotiations toward purchase as long as the atmosphere appears to be fruitful, but give due consideration to the deadline for acquisition, the complexity of proposed acquisition, and other matters.

If all attempts at negotiation fail and the property in question is essential to a park system, condemnation proceedings should be initiated.

CASE STUDY
Omaha and Douglas County, Nebraska

An increasingly important way to preserve adequate open space is parkland dedication in subdivisions. Omaha and Douglas County in Nebraska have joined forces to provide more parkland in new residential areas.

Need for cooperation became urgent as the city, following a liberal annexation policy, extended its boundaries to encompass new subdivisions. Most of these areas were woefully lacking in parks because developers had not set land aside for this purpose and the county had no authority to require them to do so. In addition, the county did not have a park program, and thus had not purchased parkland in areas of projected population growth. The city could not control development of these subdivisions, either. Only after an area had been developed could it be annexed by the city. By that time, all potential park land was lost to streets, houses, sewers, and other uses.

Now under a recent state law, developers operating in the county can create a Sanitary Improvement District with boundaries identical to those of the tract being developed. A board of directors is established to represent residents of the subdivision. The developer selects the original members, but the residents elect the directors thereafter. In addition to other powers, the board is authorized to purchase open space from the developer. The Omaha Director of Parks, Recreation and Public Property works closely with the board in selecting sites and designing the layout of future parks. Improvements on the parkland are undertaken by the developer. Land acquisition and development are financed by bonds sold to residents of the district. Eventually, the subdivision is annexed and the city assumes the bonded indebtedness. In this way all citizens of Omaha share in the cost of new parks.

Also to remedy the open space problem, Omaha and Douglas County work together under the terms of a 1965 contract. This contract authorizes Omaha's Director of Parks, Recreation, and Public Property to serve as a consultant to the county for an annual fee of $7,000. The director aids county officials in selecting sites for future parks and draws up designs to guide development. He also informs the county of state and federal aid programs relating to parks and recreation.

The Omaha Park, Recreation, and Public Property Department, has already purchased two tracts of land in Douglas County. The county is negotiating to buy two more.

Donations

Most cities and counties have legal authority to accept donations of land for park purposes. Every park and recreation agency should exercise this power. Citizens may be willing, even eager to donate property, but may hesitate unless approached by public officials. Park and recreation directors and elected officials can approach those whom they believe may desire to leave an estate for permanent enjoyment by city and county residents.

Local officials should become familiar with local, state, and federal laws pertaining to property donation so they can inform prospective donors of possible inheritance and income-tax concessions. Not all land offered is suitable for park purposes. Sites may be inaccessible or inappropriately located, or maintenance costs may be prohibitive. Unsuitable land may be accepted for park and recreation purposes if it can be sold or exchanged for a more adequate site.

In some cities and counties private foundations have been developed to accept donations for the government. For example, in Bucks County, Pennsylvania, the non-profit Park Conservancy

Early action prevented Rock Creek and the surrounding area from falling prey to development in Washington, D. C.

receives gifts. The conservancy provides future parklands and facilities, and protects stream valleys, lakes, and ponds by purchasing real property and receiving gifts, legacies, and devices. The conservancy can hold title to property and administer it, or dispose of it by lease or sale. Improvements are undertaken by the county park board.

The following techniques have been devised by the conservancy to encourage land and money donations.

1. It advises donors to spread gifts over a number of years to enjoy favorable tax arrangements.

2. At a donor's request the conservancy pays all incidental costs of acquisition.

3. The conservancy takes over land set aside for parks by developers if municipalities within the county are reluctant to do so.

4. It urges individuals to donate land and permits owners to retain limited rights to use of property.

5. The conservancy is interested in bidding on tax delinquent lands for sale. The property can later be sold to the county for parks.

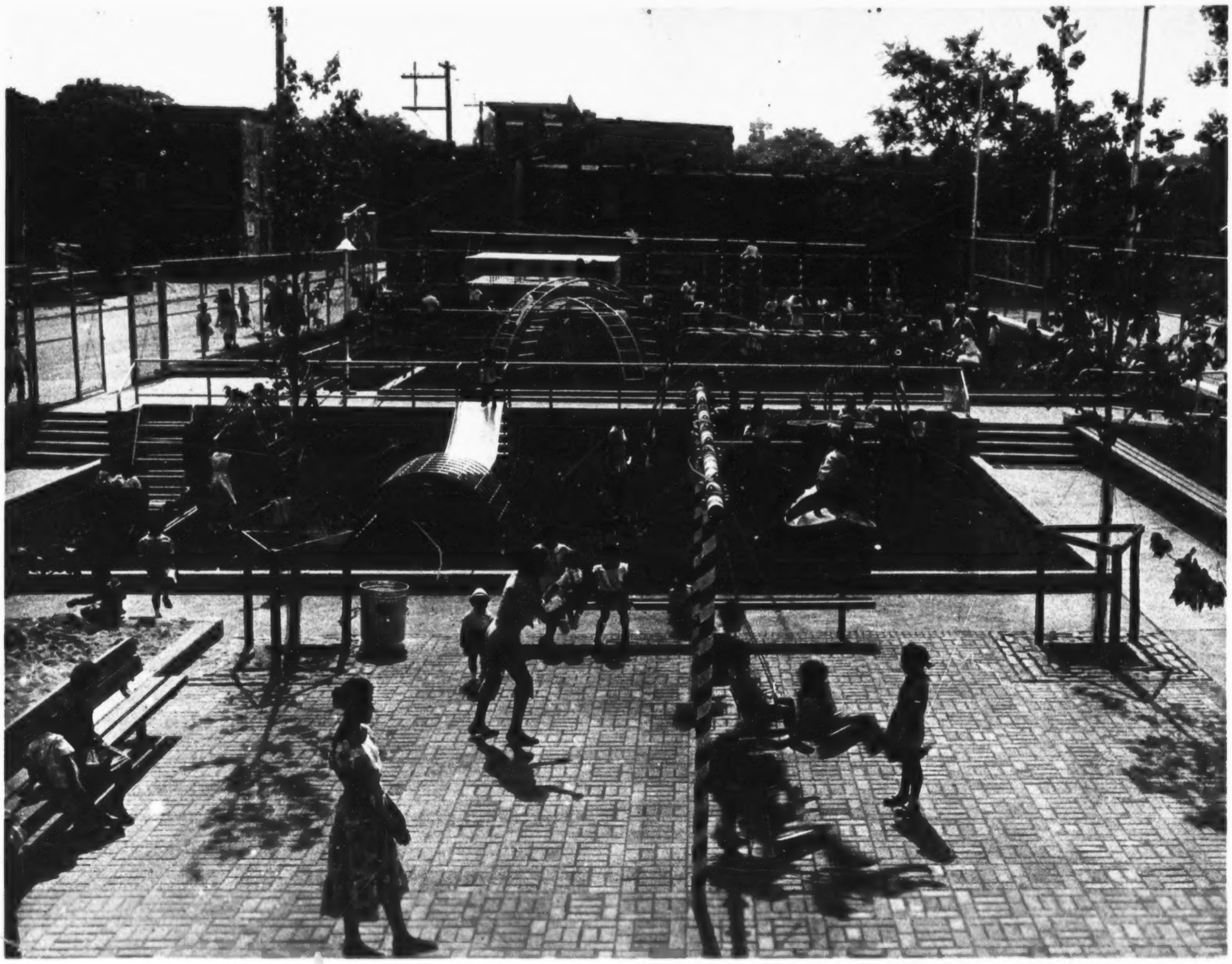
As of 1966 the conservancy had accepted or was in the process of acquiring approximately 185 acres of land with a total value of approximately $88,000.

Bucks County, Pennsylvania, also plans to obtain additional park acreage through its urban renewal program. As urban renewal projects are undertaken, portions of redeveloped lands will be devoted to park uses. Municipalities can apply the cost of recreation facilities constructed in the project to the sum they are required to pay for renewal. Cities pay one-third of the cost; the remainder is supplied by state and federal governments.

The Open Space Action Committee of Westchester County, New York, initiated a land philanthropy program, "Stewardship," in 1965. The open space committee, in cooperation with the Westchester County League of Women Voters and various county departments, prepared a list of all major private landowners in the county, and contacted them to determine their attitude toward an organized program of land philanthropy to preserve open spaces and parks. Under the same program property owners whose land is noted for its scenic qualities are encouraged to dedicate the development rights of the county.

Regulation of Land Use

Local governments can preserve open spaces by regulating use of private property. No compensation is paid to the owner, because theoretically he is yielding his private rights to promote public health, safety, and welfare. Restrictions relating to preservation of parkland take the form of subdivision regulations and flood plain zoning. For a detailed discussion of mandatory dedication or



This overall view of Philadelphia's McAlpin Playground shows a developed, central-city recreation oasis for children.

payment in lieu of land and flood plain zoning, see *Guide Number 2, Legal Aspects*.

Interests Less Than Fee

MUCH PRIVATE land has scenic qualities or other characteristics which enhance the environment. Although government has a stake in preserving such areas, it may be neither financially possible nor economically sound to purchase all this property. By obtaining less than full title interests in property the government can preserve scenic aspects of such areas.

Easements

The use of easements to achieve park and open space objectives has received wide publicity in recent years. The National Association of Counties Research Foundation study reveals that discussion must be more popular than actual use. Of park and recreation directors responding to a questionnaire, only a few indicated they were purchasing easements to achieve park and open space objectives. Students of urban development (including Norman Williams, Jr., author of Outdoor Recreation Resources Review Commission (ORRRC) Study Report 16, *Land Acquisition for Outdoor Recreation — Analysis of Selected Legal Problems*, and William H. Whyte, author of ORRRC Study Report 15, *Open Space Action)* advocate purchase of easements as a successful way to save public funds yet receive recreation benefits.

An easement is a limited right over land owned by another person. Legally, when a person purchases property, rights to use it for farming, industrial production, residential development, or other purposes are included. Land use is often regulated by zoning laws, subdivision restrictions, official maps, building codes, and other regulations. Within this legal framework the property owner is free to use his land in any way he desires. However, he may sell to the government his right to use the land in specific ways. For a fee or certain concessions he may agree not to erect billboards on property abutting a highway, for example. In this instance, the owner sells the government a scenic easement.

Easements can be affirmative or negative. Affirmative easements grant limited right to use land held in fee simple to another person. An example is a right-of-way easement permitting public use of a segment of privately owned land. Negative easements restrict the owner in his use of property. A scenic easement requiring the owner to preserve the "openness" or natural beauty of his property is an example of a negative easement.

Local authorization to acquire easements for recreation purposes is granted by the state park and recreation enabling law or by a general easement act.

Provisions in the park and recreation enabling act may resemble those found in the Michigan law (Section 5.2421-4, Michigan Statutes annotated): "A county commission may acquire in the name of the county and a regional commission may acquire in its name by gift, purchase, lease, or otherwise, in fee *or with conditions*, suitable property . . ."

The phrase "with conditions" may be interpreted as authorizing acquisition of easement. If there is some doubt as to the meaning of a local or state law, local officials or the park and recreation director should ask for legal opinion before taking action.

Even though general park and recreation enabling laws may permit cities and counties to acquire less than fee interests in land, to avoid problems a specific easement act should be passed. California, New York, Maryland, Massachusetts, and Connecticut are among the states that have enacted easement laws within the last ten years.

California's statute (Chapter 1658, Statutes 1959), passed in 1959, served as a model for other states. The intent of the California legislature was to provide a means whereby any city or county could acquire the fee or any lesser interest in land

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CASE STUDY
Allegheny County, Pennsylvania

Two separate departments, the Department of Parks and the Department of Regional Parks, administer the park program in Allegheny County (population 1,628,587). The first department was established in 1927 to develop two large park areas acquired that year in the Pittsburgh area. Today, the Department of Parks still maintains and operates those two parks, North Park and South Park, with acreages of 2,260 and 1,987 respectively. Both areas are intensely developed, with swimming pools, golf courses, archery ranges, etc.

In 1958 the Allegheny County Board of Commissioners set up the Department of Regional Parks after community leaders and development organizations offered to acquire large areas of land and turn them over to the county at cost. In 1966 the staff numbered about 65. The concept behind the regional parks was the creation of a system "with emphasis on low-cost maintenance and educational activities rather than costly man-made facilities." Allegheny County officials believe the regional parks should offer easily accessible, natural, near-wilderness areas for the residents of the Pittsburgh area.

The Department of Regional Parks budget has mushroomed from $250,000 in 1960 to $1,600,000 in 1965. At first the entire budget was earmarked for capital development; in 1966 the ratio was 81 per cent for capital development and 19 per cent for operation and maintenance. General obligation bonds issued by the county board, usually for 30 years and amortized over the life of the bonds, have helped provide funds for capital improvement.

Allegheny County has taken full advantage of the various state and federal grant-in-aid programs available for land acquisition and development. When first established, the regional park system included seven sites containing about 3,850 acres. An additional 1,150 acres have been added to the existing sites under grants from the Department of Housing and Urban Development (HUD) open space program and Pennsylvania's Project 70. Applications are pending for about 3,200 acres in park additions and two new regional park sites. Under HUD's Accelerated Public Works Program the department has been able to construct administration and maintenance buildings and to begin work on its exhibit farm with a $291,000 grant. The county plans to participate in the Land and Water Conservation Fund program.

As the director of the Department of Regional Parks pointed out in his 1965 annual report: ". . . employing the availability of funds under both state and federal assistance programs, it is possible for the County of Allegheny to acquire land for park and recreation purposes for as little as 50 per cent of the related land acquisition or closing costs only."

The Allegheny County Board of Commissioners, authorized to acquire parkland in fee simple, uses negotiated purchase, eminent domain, and advance acquisition to obtain land. By the end of 1966, all land in the regional park system had been acquired in fee.

to prevent urban development from totally eliminating scenic areas. In the interests of recreation and sound urban growth, cities and counties are empowered to obtain less than fee interests in property by "purchase, gift, grant, bequest, device, lease or otherwise." These jurisdictions may also acquire the fee to property and lease it to the original owner or other person under covenants or other contractual rights which will preserve its open character.

For clarification, definition of open space and open areas was included in the law. Such areas are designated as those having: "(1) great natural scenic beauty or; (2) whose existing openness, natural condition, or present state of use, if retained, would enhance the present or potential

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CASE STUDY
Lincoln, Nebraska

In many park and recreation programs, land acquisition is achieved by a variety of approaches besides traditional outright purchase in fee simple. The Lincoln, Nebraska, program is no exception. The city's successful program has been largely the result of cooperative efforts between the Lincoln Park and Recreation Department and other government agencies and private groups.

Lincoln's first cooperative effort with Lancaster County, establishment of the Lincoln-Lancaster Planning Commission, resulted in a recommendation that further cooperation would be advantageous in formulating a joint open space land acquisition program. Such an arrangement was authorized by state law.

The park and recreation program is part of the city-county comprehensive master plan, which plays the central role in Lincoln's acquisition policy. The Lincoln-Lancaster Planning Department has what it refers to as a "stop, look and listen" procedure. Upon receipt, each subdivision application for a plat is examined to see whether the plat includes either a proposed park or school. If so, the application is forwarded to the concerned agency for comments.

It is interesting to note that at the time the Plannning Department was created an effort was made to require subdivision developers to dedicate either certain land or a certain percentage of the land's value for park purposes. Although specific language to this effect was not included in the department's authority, officials maintain that the charter setting up the department provides such authority. It reads: "The Council, upon the recommendation of the Planning Department, shall adopt as an ordinance regulations regarding land subdivision. Such regulations shall include standards for laying out subdivisions and may require the installation of improvements and the dedication of land for public purposes in harmony with the comprehensive plan."

As of late 1966 the above provision had not been used to require dedication of subdivision land for park purposes. However, it would appear that required dedication is authorized, subject to a possible court challenge.

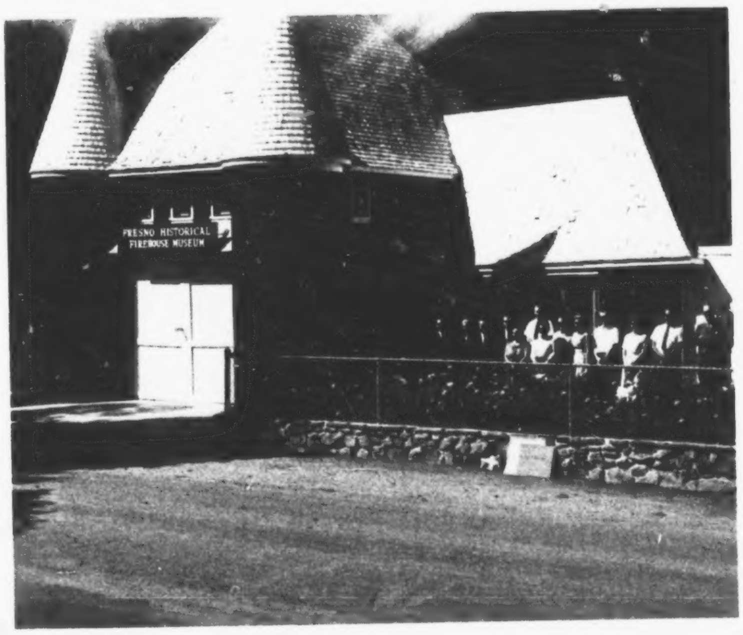
The Park and Recreation Department encourages developers to dedicate voluntarily portions of their subdivisions for park and recreation purposes by exempting them from a requirement that they provide covered storm drains for that portion of land dedicated. In a recent case this enabled a developer to save approximately $50,000. The land was ideally suited for a park, and the subdivider found a donation convenient and profitable. In addition, as long as there is no construction on the land, no covered storm drains need to be provided by the city.

Another important factor in the Lincoln-Lancaster park and recreation acquisition program is the Salt Valley Watershed District, which encompasses a three-county area including Lancaster County. With federal assistance from the open space program, this district has created a series of lakes, some of which provide a variety of water-based recreation activities. On two occasions the Lincoln Park and Recreation Department has asked the district to purchase property in excess of its needs, with the understanding that the property would be resold to the city for its park and recreation system.

One city-county proposed park project is a 1,700-acre tract on the outskirts of the city. Currently this undeveloped area serves as a flood reservoir. Its development for commercial or residential purposes would remove its use for flood protection. Consequently, the Salt Valley Watershed District, responsible for flood control, is interested in seeing this area maintained in its present state and has agreed to contribute $50,000 toward purchase of the property for a park.

The Lincoln Park and Recreation Department is cooperating also with the Department of Sanitation in the eventual transformation of a 520-acre sanitary landfill into a park and recreation facility. The Park and Recreation Department has outlined how the park is to be laid out and a study is being made that will result in a more detailed plan. In the meantime, the landfill operation is being carried out in compliance with the general plan, taking into account future buildings, water lines, trees, and lakes.

The city has made available its park and recreation land for development of a children's zoo by private non-profit groups. All facilities have been provided with non-tax dollars. Title to the land remains in the name of the city should the non-profit groups cease to operate it as a zoo. The city charter requires that if the city sells any of this land the net proceeds must go to an acquisition fund for park and recreation land.



Historic preservation is part of many park and recreation programs. In Fresno County, California, a former mansion carriage house has been converted into the Fresno Historical Society Museum.

value of abutting or surrounding urban development, or would maintain or enhance the conservation of natural or scenic resources."

In California, Los Angeles, Monterey, Santa Barbara, and Sacramento Counties have successfully acquired easements for recreation purposes. Los Angeles County purchased easements to implement its master plan for hiking and riding trails. The rights to the land were acquired by purchase, gift, and condemnation. Subdivisions and private owners donated many miles, but the power of eminent domain was used as private land became more expensive and difficult to obtain by negotiated purchase.

Santa Clara County acquired conservation easements from builders developing cluster subdivisions to assure preservation of the large lots reserved in the development. The overall density of the subdivision is the same as that of a tract divided into one-acre lots, but developers may cluster some houses and introduce lots varying in size from 30,000 square feet to larger than 43,560 square feet. Developers were asked to give the county an easement on each of the large lots to prevent their further development.

In Monterey County, subdividers building cluster developments are required to dedicate scenic easements on the open areas as a prerequisite for plat approval. Sacramento County has acquired easements for park and recreation purposes in connection with the American River Parkway. (See case study in *Guide Number 9, Water-Based Recreation.)*

The costs of easements vary with the type acquired. Right-of-way easements greatly restrict the property owner's use of his land and hence are expensive. The price of such less than fee interests may be almost as expensive as full title. Scenic easements which leave the owner virtually as free to use his property as if rights had not been sold are substantially less expensive than fee simple cost. Generally, the price of less than fee interests is the difference between fair market value of the property with and without the easement. This amount represents the value the owner is forfeiting.

Use of easements will not preserve large acres of land perpetually, but it will retard destruction and premature development of scenic areas. Easements can also be acquired to obtain public use of private land for trails and access to water-based recreation facilities.

Leases

Obtaining affirmative rights to use of land by lease is a practice followed by many local governments. Land may be leased from individuals, corporations, utility companies, and other public agencies.

Fresno County leases land along Shaver Lake from Southern California Edison Company for constructing, maintaining, and operating a small-craft launching facility. The term of the lease is 20 years. The county can erect improvements and facilities on the site subject to company approval. The company also prescribes conditions and terms under which concessions may be operated on leased property. Charges and assessments in connection with water, electricity, and other utilities on the property are paid by the county, as are taxes and assessments on buildings constructed by the county. The company requires the county to carry liability insurance covering bodily injury and property damage. No charge was made for the lease.

Fresno County also leases land known as the Avocado Lake Fishing Area from the Alta Irrigation District, and subleases land in the same area from the state. A recreation complex has been developed on the property. Under terms of both agreements, the county can operate concessions and collect fees and charges for special services or accommodations. It can improve the property and build structures, and upon termination of the lease with the irrigation district, may retain ownership of the facilities and remove them from the site. Both parcels of land in the fishing area were acquired at the nominal fee of one dollar.

Leasing land is a popular, relatively inexpensive way to acquire recreation areas, especially areas adjacent to reservoirs. Leases usually run for 25 years or longer — a term long enough to permit extensive enjoyment of publicly financed capital improvements. To qualify for Land and Water Conservation Fund Act grants for leases or for facilities on leased federal land, the act requires a minimum lease period of 25 years. (See *Guide Number 7, Technical and Financial Assistance* for information concerning opportunities to lease or purchase public domain lands for parks and recreation.)

By entering cooperative agreements with other public agencies or private individuals and corporations, local park and recreation departments can obtain use of additional land. School districts frequently share land and facilities with park and recreation agencies. For a complete account of cooperative arrangements, see *Guide Number 5, Areawide and Multigovernmental Opportunities.*

Finding a source of income large enough to sustain a continuous, ever-expanding land acquisition program is a problem for local governments, and it is aggravated by the rapid pace at which the price of land rises. Land available for purchase today will cost 10 per cent more if acquisition is delayed for only one year. And at the end of that year the choice site will probably boast a new home or shopping center, and thus be lost forever for park purposes. The intense competition for land and the subsequent "price crisis" emphasize the urgency of finding a source of income with which to buy land immediately. Methods of financing a land acquisition program are discussed in *Guide Number 6, Financing.*

A large concentration of tennis courts is one of the features of Miami's Henderson Park.

Land Acquisition ACTION PLAN

Land is essentially a fixed resource. Although some coastal communities have created more land by dredging waterways and by converting dredged material into islands capable of supporting development, the number of acres thus acquired is inconsequential. In most areas, land cannot be created. The number of acres is fixed, but the demand for land for commercial, industrial, residential, and recreation purposes is growing.

Even though competition for land is fierce and the price high, demand for parks is so great that obstacles must be overcome. Competition for natural resources makes immediate purchase of substantial open space imperative. If public officials fail to act now the opportunity to preserve our natural heritage for future generations will be lost forever.

Public Officials Should:

Formulate a realistic land acquisition policy as an adjunct of the park and recreation plan. Bases of the policy should be population data, future recreation demand, amount of land available for conversion to parks, financial capabilities of the local government, and various methods of obtaining park sites.

Implement the park and recreation plan and the acquisition policy by developing a site acquisition program. Consider purchasing marginal property such as abandoned sand and gravel pits. Study the feasibility of developing sanitary landfills into parks. When selecting a regional park site, look for forests and wooded tracts, lake shores, seashores, wetlands, marshes, and natural areas that can be converted to beautiful parks. Acquire historic sites.

Acquire park and recreation sites by various methods, such as negotiated purchase, installment buying, purchase of tax delinquent property, and prudent exercise of the power of

This camping and fishing area is part of a Tulare County, California, park completely surrounded by Mountain Home State Park.

eminent domain. Solicit donations of land.

Enact subdivision regulations requiring dedication of parks in new developments or cash payment in lieu thereof.

Control land use by acquiring less-than-full title rights to property such as scenic easements, conservation easements, and right-of-way access. Lease some property.

Estimate the cost of fulfilling short-range open space goals and the willingness and ability of the community to pay this price. Funds needed can be anticipated by studying current land values. To estimate the ability to finance all open space goals, study the financial status of the community and determine the means of paying for park sites. Consider financing land acquisitions by issuing bonds, levying a special tax, and allocating a substantial sum from the general fund. Consider establishing new sources of revenue, such as cumulative building funds and lot fee assessments.

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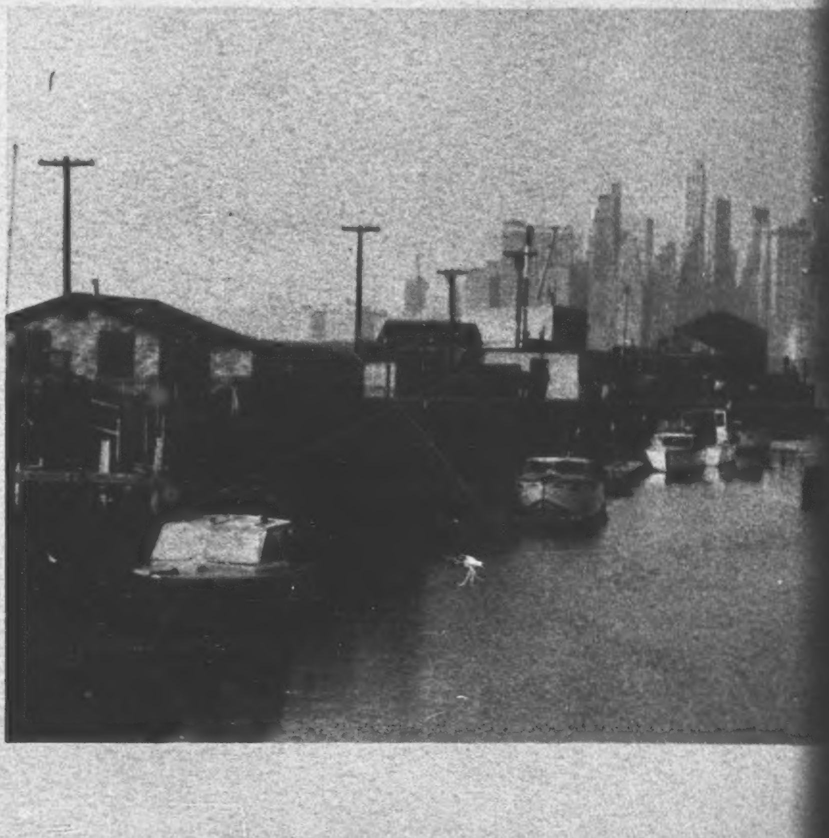
Bureau of Outdoor Recreation,
U.S. Department of the Interior



Community Action Guide
for Public Officials

Outdoor Recreation

9 WATER-BASED RECREATION

RC003884

THIS is one in a series of ten Community Action Guides designed to provide local elected and appointed policy-making officials and other community leaders with guidelines for establishing a comprehensive outdoor recreation program.

Our objective is to present in concise, non-technical form material that can be used by public officials who make the basic policy decision of how much money will be spent on recreation facilities and where parks will be located. We attempt to point out the importance of furnishing opportunities for outdoor recreation and to suggest methods of organizing a park and recreation department, developing an outdoor recreation plan, purchasing land, and performing related functions. The guides should be useful to administrators, park and recreation directors, county attorneys, planners, public works directors, and others who must deal with selected aspects of the total program. Community groups should also find them helpful.

Our information was obtained from first-hand interviews with officials in over 60 communities with successful programs. We attempt to pass on to like-minded officials the collective experience of these practical, action-oriented officials and civic leaders. To give community leaders an opportunity to study these guides and discuss the ways in which they can be used most effectively, we will hold thirty Outdoor Recreation Institutes throughout the nation in the next two years.

We cannot afford to abuse our natural environment, scar our scenic wonders, and destroy our historic sites. Densely populated metropolitan areas should not be devoid of open spaces and parks. If all Americans are to enjoy their precious heritage, every community must initiate a park and recreation program.

Bernard F. Hillenbrand
Executive Director
National Association of Counties
Research Foundation

Developed in cooperation with the Bureau of Outdoor Recreation, U.S. Department of the Interior

The pure joy of
water-based recreation
can be felt by all our citizens
if we conserve our
coastal areas, lakeshores,
and riverbanks.

Community Action Guides
for Outdoor Recreation

9 WATER-BASED RECREATION

Water Supply Reservoirs

Restriction by Classification
Regulation by Activity

Lake Recreation

Zoning Controls

Rivers and Streams

Shoreline Parks
Pollution Control

Ocean-Front Parks

Lifeguards and Water Safety

Swimming Pools

Action Plan

Photo credits: Surfer, Hawaii Visitors Bureau Photo; toy catamaran, City of Honolulu, Hawaii; Tillamook landing, Tillamook Chamber of Commerce; riverside trail, Franklin A. Steinko, Jr., NACO; diver, Huron-Clinton Metropolitan Authority Photo.
Cover photos: Slide, Kenneth R. MacDonald; horses, Hamilton County, Ohio, Park District; city marina, Bureau of Outdoor Recreation; ski-tow, U.S. Forest Service; checkers, Miami-Metro News Bureau.

Water-Based Recreation

WATER is a focal point for outdoor recreation enjoyment. Four of the 16 most popular outdoor recreation activities identified by the Bureau of Outdoor Recreation in its April, 1967, publication, *Outdoor Recreation Trends,* take place in or on water. These activities are swimming, which ranks second only to walking for pleasure in popularity; fishing, boating, and water skiing. Many other activities, such as camping and picnicking, are enhanced by a lake or stream setting.

The use of water-based recreation facilities as measured by the number of recreation occasions is already great and is increasing annually. From 1960 to 1965, there was a 44 per cent increase in the number of times persons went swimming; the Bureau of Outdoor Recreation anticipates a 149 per cent increase over the 1960 figures by 1980. During the same five-year period, from 1960 to 1965, the number of fishing occasions increased 31 per cent; the number of boating occasions increased 76 per cent; and the number of water-skiing occasions increased 121 per cent.

Water-based activities can take place in a predominantly natural setting or in a completely man-made structure, such as a swimming pool. A scenic waterfall in the Pompey hills of Onondaga County, New York, is the central attraction of Pratt's Falls Park. The waterfall, spilling from a height of 137 feet, is one of the highest points in central New York. Several vantage points have been developed around the rim of the gorge from which the falls may be viewed.

Recreation Potential

Parks are being developed at various locations along irrigation canal banks in Maricopa County, Arizona. Facilities furnished for recreationists include picnic tables, boat and canoe rentals, and a model-boat basin. Trails will link parks that serve as wayside stations for riders and hikers, as well as recreation areas. The central feature of the Maricopa park system is a man-made lagoon carefully designed and constructed to accommodate a variety of water sports.

Public officials should study available water resources to determine their recreation potential. In 1959 the Baltimore County Recreation and Park Department and the Office of Planning and Zoning jointly studied the recreation potential of the Chesapeake Bay shoreline. Their report identified four types of areas and facilities that could be developed: beaches, waterfront parks, boating facilities, and wildlife preserves. It recommended the number of acres that should be acquired and developed to meet 1980 needs. Though the report was modified in 1962, the basic features of the 1959 plan are being implemented.

In a similar manner, the recreation potential of the Clinton River and its major tributaries was studied by the Huron-Clinton Metropolitan Authority and the Detroit Metropolitan Area Regional Planning Commission in 1963. Five factors were considered when evaluating natural resources: depth and width of the river valley; soils of the flood hazard area and adjacent high land; existing tree masses; physical quality and quantity of the river; and aesthetics. Additional considerations were availability of suitable land to support a park, needs of people in the service area, feasibility of multiple use, and costs of acquiring and developing a park.

An additional factor which should be considered is accessibility to potential waterfront park sites. Providing public access to the water is perhaps the single most important factor in assuring effective recreation opportunities. Many bodies of water cannot be used by the public because they are legally or physically inaccessible.

Public Access

The legal right of public access depends upon the classification of water as navigable or nonnavigable. Navigable waters are public, by definition, and may be used for recreation. However, each state defines the term "navigable" and thus determines which waters the public may use.

Even though the public may use navigable waters, access points must be provided. Private property cannot be crossed by the public unless rights-of-way or other access easements are acquired. The riparian owner (one who holds title to shoreline property) acquires right of access to a navigable portion of the water as a property right. He cannot be deprived of this right without compensation. If a local government wishes to provide public access, it may purchase waterfront property and thus become a riparian owner. Such property may be in the form of a road or street leading to the water's edge.

People may use a public approach or access to water but may not use privately owned banks, privately owned shores, or the area between high water and low water marks unless compensation is paid the owner. The law differs only with regard to tidal streams, about which courts have held that the public has a paramount right of access to the foreshore lying between their high and low water marks. Citizens may engage in fishing, swimming, and other lawful activities in this foreshore.

Small boys and sailboats—in this case a catamaran—have gone together for generations. Almost any safe body of water will do.

The rights to use non-navigable lakes and streams are controlled by riparian owners. The public gains access to such waters by becoming an owner of shorefront property. In some states, riparian owners have common use of all surface waters. Thus, if a public agency owns a waterfront tract all surface waters are opened for public use. Outright purchase may not be necessary. In some cases the same result is achieved if the government leases property, receives it as a gift, or buys access rights over private property.

The "great ponds" of New England — those covering 10 acres or more — fall under unique laws. The ponds are held in trust by the state for public hunting and fishing rights and the right to cut ice. Fishing and other activities are permitted for anyone who can gain access without interfering with similar rights held by others.

Each jurisdiction should determine the number of access points needed to provide adequate water-based recreation opportunities. The 1959 Baltimore County study recommended acquisition of 37 access points to the Chesapeake Bay and its tributaries. New York State adopted a standard of one access point for every 300 acres of water in tidal rivers, the minimum access being one acre in size.

Water-based recreation facilities can be developed by local governments on reservoirs, lakes, rivers and streams, and ocean shores. In many cases, state and federal agencies will assist the local government by furnishing technical advice or additional funds. Assistance programs administered by the U. S. Army Corps of Engineers and the Bureau of Reclamation are discussed in *Guide Number 7, Technical and Financial Assistance.*

Water Supply Reservoirs

MANY WATER-BASED recreation complexes have been developed around lakes impounded in reservoirs constructed for water-supply, hydroelectric, or flood-control purposes. The federal Water Project Recreation Act of 1965 (79 Stat. 213, P. L. 89-72) provides that full consideration be given to recreation and fish and wildlife enhancement in planning, constructing, and operating federal water resource projects. For more information on this program, see *Guide Number 7, Technical and Financial Assistance.*

The degree to which water supply reservoirs are used for recreation varies greatly. Regulations range from prohibiting all recreation to permitting unrestricted use. There is limited scientific criteria on which to base decisions concerning recreation use of water supply reservoirs. Public officials who prohibit recreation often base their decisions on fear of spreading disease, fear of additional water treatment costs, and lack of funds to manage recreation activities. Most water supply reservoirs are located near populated areas and could meet much of the demand for water-based recreation if they were opened to the public.

In areas where recreation has been permitted on water supply reservoirs, experiences have varied. Two New England cities gathered factual data showing increased harmful bacteria content following fishing and boating. Unauthorized recreation on and near reservoirs had caused serious contamination in Concord, New Hampshire, in the 1950's.

On the other hand, San Diego, California, has administered recreation programs on reservoirs for many years with no evidence of contamination. Irvin C. Reigner, research forester for the U. S. Department of Agriculture, studied these seemingly contradictory experiences and presented his findings to the Municipal Watershed Management Symposium, held at the University of Massachusetts in November, 1965. According to Reigner, New England's unsuccessful experiences resulted because water was treated only lightly, if at all, before it was consumed, while in California water was fully treated before consumption. New England cities generally pursue a policy of collecting fairly pure water and treating it only lightly.

Restriction by Classification

The American Water Works Association has adopted a policy that endorses recreation use of certain types of water supply reservoirs. It has classified reservoirs and drawn up a different policy regarding use of each type.

Reservoirs were classified and defined as follows: 1) equalizing reservoirs — those delivering finished water ready for consumption to the distribution system; 2) terminal reservoirs — those providing end storage of the water prior to treatment; 3) upstream reservoirs — those providing storage of untreated water at various points in the watershed to furnish or supplement the supply at the terminal.

Recreation use of equalizing and terminal reservoirs is, in the words of the association, "inimical to the basic function of furnishing a safe, potable water supply" and therefore should be prohibited.

Water impounded in upstream reservoirs was classed in the following three categories:

Class A: Water derived from an uninhabited or sparsely inhabited area near the point of rainfall or snow melt. Such water is clean and clear enough to be distributed to consumers with disinfection only.

Class B: Water impounded from an area not heavily inhabited and permitted to flow from storage in a natural stream to the point of with-

Marina Del Rey in Los Angeles County, California, offers sheltered slips to both pleasure yachts and sailboats.

drawal. Such water requires some treatment in addition to disinfection.

Class C: Water that has flowed in a natural stream before storage for a considerable distance, having received polluting materials from municipalities, industries, or agricultural areas; confined in a reservoir primarily for storage until a low stream flow makes stored water necessary for a city downstream; and later allowed to flow from the reservoir to the tributary water works in an open stream accessible to the public. Such water requires complete treatment.

The association recognizes the necessity of permitting no recreation on water and watershed lands in and around Class A upstream reservoirs. Limited recreation is considered permissible on Class B and Class C reservoirs if accompanied by appropriate sanitary regulations.

Regulation by Activity

Fishing, swimming, boating, picnicking, riding, hiking, golfing, bird watching, and sightseeing may be permitted on water supply reservoirs and the adjacent watershed. Fishing is the most frequently permitted activity. Fishermen usually are required to buy a permit. San Diego, California, administers a fishing program and charges for the use of boats and shore fishing. The facility is operated on a self-supporting basis. Baltimore, Maryland, sells boating permits and limits shore access for fishing to designated areas of its reservoirs.

Boating is permitted on some reservoirs; most regulations on fishing apply to this sport also. Power boats are permitted on some reservoirs, but contamination from gasoline and oil may result. For that reason, many reservoirs are restricted to rowboats and boats powered by small electric motors. Canoes and sailboats may be permitted if hazardous wind and water conditions are not present. Swimming and other body-immerson sports are usually prohibited. While these sports are probably sources of pollution, their individual contribution to water contamination is difficult to assess.

Picnicking can be permitted in areas that contain tables, trash containers, and sanitary facilities. Hunting, riding, golfing, hiking, bird watching and sightseeing can be permitted if proper regulations are enforced.

The Loch Raven Fishing Center in Baltimore County, Maryland, is an excellent example of a facility developed on a water supply reservoir. The self-sustaining, self-liquidating center is operated by the county in cooperation with the Baltimore City Bureau of Water Supply. Revenue from the sale of one-day fishing permits and bait and the rental of boats and motors pays the cost of maintaining the grounds, buildings, and fishing pier.

The reservoir contains over 2,000 acres of water and is surrounded by 4,500 acres of watershed covered with various pines.

The county bought the assets of the fishing center from the League of Maryland Sportsmen, Inc., in 1958. The league had operated the center for years, but had allowed it to deteriorate greatly. The county's first projects were to clear debris, restore the buildings and pier, and repair roads. The center was opened in 1960.

Because the Loch Raven Reservoir is one of the principal sources of water for Baltimore and surrounding areas, it has to be carefully guarded for pollution. Boats are operated by electric motors rather than gasoline engines except for a gasoline-powered patrol launch. Swimming, canoeing, and sailboating are not permitted.

The Baltimore County Department of Recreation and Parks published the "Loch Raven Fishing Guide" to familiarize residents with the facilities available. This attractive, helpful brochure pictures the typical species of fish caught in the reservoir and points out the best fishing spots. Basic knots, lures, and baits are also described, along with instructions on how to rig various baits.

Dock fishing still provides a pleasant, relaxing afternoon to children and adults in our mechanized era.

The recreation potential of Ross Barnett Reservoir in Leake County, Mississippi, is being developed differently. This 50-square-mile water supply reservoir is a permanent lake only minutes away from the Jackson metropolitan area. Three lakeshore residential-resort areas are being developed at various locations along the lake under the auspices of the Pearl River Valley Water Supply District, the state agency that operates the reservoir. The district paved streets, installed utilities, and is now leasing lots. Those who lease lots may build homes or summer cottages. Every lot is provided with water rights, and people leasing lots off the lakefront can launch their boats in waterways of nearby neighborhood parks and make their way to the lake itself. A large public park will provide opportunities for sailing, fishing, water skiing, and other water sports.

For more examples of facilities that can be developed at water supply reservoirs, see the Burlington, North Carolina, case study.

A flood control project on Eagle Creek in Marion County, Indiana, will feature a reservoir and park development for residents of Indianapolis and surrounding areas. The permanent pool of water, three and one-half miles long and an average of one-half mile wide, will be managed for three purposes: water supply, maintenance of minimum flow in the creek, and recreation. The water available to meet the future needs of Marion County is inadequate. When the reservoir is completed, however, Indianapolis and surrounding communities will be able to buy water from the permanent pool without unduly interfering with the recreation use of the lake.

The lake will help abate pollution by supplementing the normal flow of water in streams during dry weather. By augmenting extremely low stream flows, sanitary conditions in the creek can be improved by the dilution of effluent from municipal sewage treatment plants.

The 229-acre recreation complex to be developed will include facilities for boating, fishing, and other water sports. Shore facilities, such as hiking trails, campgrounds, picnic areas, and nature study preserves will be developed, also. In winter skiing, sledding, and ice skating will be featured.

The commissioners of the Marion County Metropolitan Park District and the Indianapolis Flood Control District are cooperating in acquiring necessary land and developing the project. Both agencies are issuing bonds to finance the program.

Lake Recreation

IN UNION COUNTY, New Jersey, and Onondaga County, New York, parks with varied recreation facilities have been developed near lakes. Lake Surprise, a mile-long lake in the Watchung Reservation of Union County, is a center of activity in this 2,000-acre wooded reservation. Most of the reservation remains in its natural state, but hard-surfaced roads, bridle paths, footpaths, and picnic areas have been developed.

CASE STUDY

San Diego, California

The San Diego, California, recreation department operates three types of aquatic facilities — Mission Bay Park, ocean beaches, and a fishing pier. Mission Bay Park, one of the finest aquatic parks on the West Coast, covers approximately 4,436 acres, of which 2,230 acres are salt water. The park provides an opportunity to engage in practically all aquatic activities, including fishing, swimming, water skiing, sailing, and power-boat racing. Facilities within the park include a marine exhibition called "Sea World," hotels and restaurants, boat storage and repair facilities, marinas, and yacht clubs.

Development of the park began in 1852, just two years after California became a state, when the U. S. Army Corps of Engineers diverted the San Diego River from San Diego Bay to Mission Bay. Until that time, the capricious river changed its course frequently. Some years it drained into San Diego Bay, while in other years it flowed across a wide delta clogged with silt. The recreation potential of the site was limited. Corps action cleared the way for increased use of Mission Bay by ocean-going vessels and recreationists.

Realizing the use to which the bay could be put, San Diego developed a master plan for the area in 1930. However, the city lacked authority to implement the plan because tidelands were owned by the State of California. At that time the state did not have sufficient funds to undertake the development outlined in the city master plan. Finally, from 1945 to 1949, the state transferred its holdings to the city, and transformation of the bay began.

Federal, state, and local governments contributed labor and money to the project. The Corps of Engineers dredged an entrance to the bay and built flood control channels. The state constructed additional flood control channels and bridges.

San Diego undertook a nine-year dredging operation that changed the physical characteristics of the bay tremendously. Dredged material was used to fill in land areas and form completely new islands. Some of the new land masses of mucky silt refused to give up their water content, so sand pumped from the depths of the bay was spread over the land to make it firm enough to support buildings and recreation facilities. One island is still settling, but in ten years, when recreation demand reaches greater proportions, this area will be firm enough to support development.

Erosion and siltation caused by tidal currents, surge, wind action, and boat wakes will be continuing problems. Occasional dredging will be required to maintain the depths needed; stone sustaining walls to prevent bank erosion will need repair.

Many facilities offered in the park have been developed by private enterprise. The city follows the policy of leasing not more than 25 per cent of the park to private firms for revenue-producing ventures. The city hopes the revenue received from leased areas will be sufficient eventually to cover the cost of maintaining the park.

San Diego also maintains 14 miles of ocean beaches divided into 11 administrative areas. Six beaches are guarded throughout the year; the other five are supervised only during the summer. Surfing and swimming, the two major activities pursued, are regulated by dividing beaches into water activity zones. Surfers may use only the surfing zone, and bathers and swimmers are restricted to the swimming zone. In a few control zones, both activities are permitted but at different hours of the day. Surfers may enjoy the waves at their best before 11:00 a.m. and after 6:00 p.m. Swimmers may use the waters between these hours.

The city recently completed a $1-million fishing pier at one ocean beach that provides fishing from the coastal kelp beds. The pier extends for 1,970 feet to a "Y"; the southerly leg of the "Y" extends for 368 feet, and the northerly leg, 192 feet. The pier was financed by the city, state, and county governments and interested cititzens.

The tremendous increase in boat ownership and use by Americans has led to all kinds of boat launching facilities. At left is a simple launching area constructed by the Idaho Fish and Game Department on St. Joe River Slackwater, which leads to Coeur d'Alene Lake. In the middle is a landing built by Tillamook County, Oregon. At right is a more complicated motorized hoist for larger boats.

Boating and fishing may be enjoyed on the lake, and during the winter, recreationists may ice skate. The lake and streams running through the reservation are stocked regularly with game fish by the New Jersey State Division of Fish and Game. Pleasure seekers may rent boats for a nominal fee and fish or row to a cool, shady picnic area.

In addition to facilities near Lake Surprise, Seeley's Pond, and numerous mountain streams, Watchung Reservation features historic Indian traces and trails, a trailside nature and science center, wildlife in natural environment, and a restored village complete with grist mills.

Onondaga Lake Park

Onondaga Lake Park in Onondaga County, New York, is in a completely different setting. It extends for six miles along the eastern shore of Onondaga Lake from the Syracuse city line to the Cold Spring Bridge over the Seneca River. This regional park features five picnic areas, an equal number of historical sites, athletic fields, a lake marina, a seaplane base, and a boathouse.

Since 1952 Onondaga Lake Park has been the site of the annual Intercollegiate Regatta. The Syracuse University crew operates from the University Boathouse, located in the park. In the 1950's the park was host to the American Power Boat Association's national stock outboard championship races.

Knox County, Tennessee, provides this simple free launching ramp for residents. No skiing is allowed in the area.

Built in 1935, the marina is one of the few public harbors in upstate New York. From it, by way of the Barge Canal, waterways lead westward to the Mississippi, north along the St. Lawrence, and eastward to coastal and southern routes.

The marina accommodates all types of boats, from large cruisers to outboards and sailing craft. The county rents 100 slips by the month or season. A ramp has been built for loading and unloading boats. A harbormaster is on duty during the summer season.

Master plans for development of the lake's western shore are being drawn up by the Onondaga County Division of Parks and Conservation in cooperation with the New York State Department of Public Works. Development of this area, a community goal for more than 30 years, is becoming a reality because access is being provided by a state thruway and a pollution control program is being initiated.

Pollution has been a problem for Onondaga Lake since the turn of the century. In 1966, the county executive appointed a committee to spearhead a "cleanup war" on contamination. As a result, chemical waste beds along the shore are being covered and used as a park. In addition, the city's interceptor sewer system is being transferred to the county so the system for the entire

TILLAMOOK COUNTY
BOAT LANDING

area will be under the supervision of a single, regional agency.

The recreation potential of many lakes is lowered by siltation caused by farming, construction and urbanization, forest fires, and other actions that destroy trees and natural vegetation, which hold soil in place. The Union County, New Jersey, Park Commission continually removes from Echo Lake silt resulting from land development in areas above the lake and adjacent park. In 1961, the Park Commission took legal action to control siltation by instituting a suit against some developers for silt damage. Two years later the Superior Court ruled in favor of the Park Commission, stating that subdividers created and maintained a continuing nuisance. An injunction restrained developers from further polluting the lake.

Unless development of the watershed is controlled and care is taken to prevent forest fires and minimize water run-off, siltation will probably occur. Dredging or removal of silt by other methods will then need to be undertaken on a continual basis, thus increasing the cost of maintaining the lake for recreation.

Zoning Controls

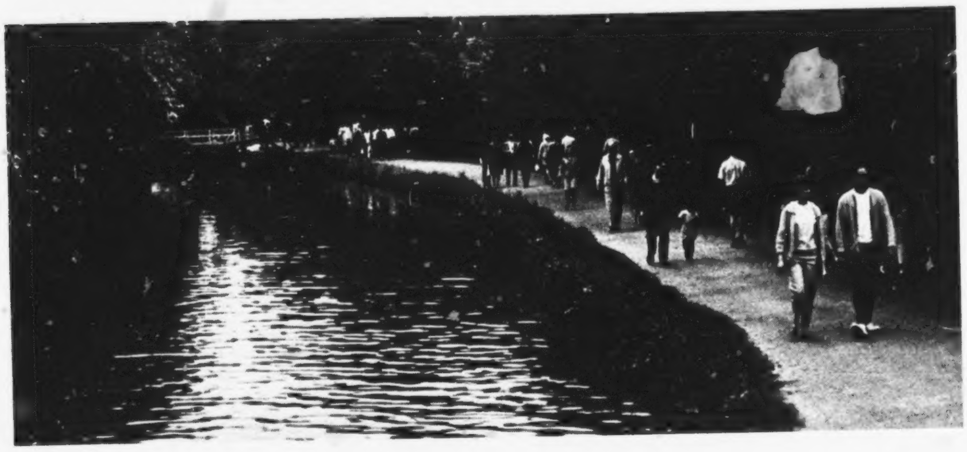
A variety of activities can be offered on lakes and other waters if sound management practices are employed to separate incompatible sports. For example, both swimming and water skiing can be offered if they take place in different parts of the lake. One wise management practice is to separate incompatible sports by enforcing regulatory measures such as area zoning, time zoning, and protective space zoning.

Area zoning separates conflicting activities by designating lake sections for particular uses. This method of control is most successful when applied to the shoreline. The Wisconsin Conservation Department recommends that an appropriate section of shoreline 200 feet wide be reserved for swimmers exclusively. Other sections of shoreline may be reserved for activities for which they are suited, such as shallow water fishing and wildlife observation. San Diego, California, zones ocean-front areas for surfing, swimming, and other appropriate activities.

Motor boats should only be permitted to enter and leave the zoned area for docking, and then a speed limit of five miles per hour should be enforced. In addition to zoning the shoreline, a section of the body of water may be reserved for water skiing.

Conflicts of use can be avoided by designating certain portions of the day for one activity and scheduling a conflicting activity for another time. On some areas fishing and water skiing are separated by this control measure. Water skiing may be permitted during the late morning through late afternoon hours and fishing may be permitted in the evening and morning when the fish usually bite best.

Conflict between fast boats and slow boats can be minimized by imposing protective space zoning regulations. Such regulations generally require fast boats to slow their speed to about five



Strollers make good use of a canal trail in the natural, wooded area of Great Falls Park, Maryland.

miles an hour when they are within approximately 200 feet of an anchored fisherman or about 500 to 1,000 feet of a sailboat.

Rivers and Streams

RIVERS AND STREAMS provide important water recreation opportunities. The 90th Congress considered several bills which would establish a nationwide system of scenic rivers. The bills would preserve in natural or wild condition the few remaining unspoiled rivers with scenic recreation qualities.

After studying America's inland waterway system, the Departments of the Interior and Agriculture found that of 100,000 miles of rivers and tributaries averaging a flow of at least 550 cubic feet per second, only a handful are in unspoiled condition. However, several free-flowing rivers or segments of rivers possess enough natural, distinctive character to warrant preservation.

A scenic waterway system would balance our national policy of obstructing the flow of rivers by dams. Wilderness areas and pristine waterways would be maintained to enrich our heritage and offer opportunities of escape from urban life.

Shoreline Parks

The shoreline of many rivers can be developed into a series of parks, connected by roadways or trails. Such a parkway is being developed along the Coyote River, which winds through Santa Clara County, California, and other densely populated cities and counties. When fully developed, the parkway will extend along the river for 17 miles and will include 2,500 acres. An estimated population of 8 million (1985 projection) living in the San Francisco Bay Area will be served by the facility.

More than 600 acres of the 2,500 total are already in public ownership. An additional 434 acres, including 300 acres adjacent to Anderson Lake, where the Coyote River ends, are being acquired. Facilities that will be located at different spots along the parkway include a Japanese garden, picnic and barbecue facilities, bicycling and hiking trails, and camp sites. Five lakes along the parkway will provide fishing, boating, and swimming.

The Huron-Clinton Metropolitan Authority (see *Guide Number 5, Areawide and Multigovernmental Opportunities)* developed a stream-valley regional park to serve the 1.6 million population of the Detroit metropolitan area. An 84-acre addition to the park is planned. The area to be acquired contains an abandoned quarry that will be rehabilitated to expose underlying rock formations for geological study. A sanitary landfill will be developed as an outdoor amphitheater. Other park uses include hiking, riding, and picnicking.

Milwaukee County, Wisconsin, plans to purchase 19 acres of land along Oak Creek. The area will be part of a flood plain park through which a scenic drive will be constructed. People will be able to camp and have picnics there. The surrounding area is being developed rapidly for residential uses, and acquisition of this property permits a riverside site, threatened by development, to be preserved as part of a stream valley park.

A far-reaching proposal to preserve scenic beauty and develop recreation facilities on the Potomac River was prepared by the Department of the Interior in 1966.

After making an inventory of the resources of the river valley that begins in the Allegheny Mountains and empties into the Chesapeake Bay near Washington, D. C., planners identified potential recreation areas. Along the length of the proposed 100,000-acre river valley park, they located 350 potential park sites, wildlife areas, historic landmarks, parkways, trails, and scenic roads and railroads that could be incorporated in a comprehensive recreation system.

The plan envisions (1) an 825-mile Potomac

Heritage Trail beginning at the mouth of the river and extending up both sides of the Potomac and its tributaries to West Virginia and Pennsylvania (an additional 2,000 miles of trails have been mapped); (2) an estuary developed for recreation use with 31 park sites in the Washington, D. C., metropolitan area.

The cooperation of federal officials, four states, and numerous local governments will be necessary for completion of the river valley recreation complex. An interstate commission will be created to manage water resources of the river basin.

In addition to the report of the river's recreation value, studies are being made on its water supply, flood control, siltation, and pollution. A comprehensive approach to river basin development includes all these aspects.

Pollution Control

Pollution is an impediment to recreation use of many waterways. In Michigan, the Huron-Clinton Metropolitan Authority, the Inter-County Drainage Board, and various state and federal agencies are taking steps to overcome contamination of the Clinton River.

The Clinton River is polluted by inadequately treated municipal and industrial wastes and

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CASE STUDY

Metropolitan Dade County, Florida

Residents and visitors alike enjoy some of the finest water-based recreation facilities in the country in Metropolitan Dade County, Florida. About 70 per cent of the county's recreation areas provide water-based recreation opportunities. Some of these opportunities exist because nature blessed Dade County with beautiful waters and a fine climate. Many of them, however, are the result of actions taken by the Dade County governing board.

In an area where land is so valuable that a single hotel site can bring $1 million, the Dade County Park and Recreation Department has acquired and developed many parks for public use. A good example is Haulover Beach, a two-mile strip of sandy ocean beach north of Miami Beach. More than 140 of the park's 177 acres have been developed by the department's park division. Part of the park is located on Biscayne Bay where a marina, fishing pier, launching ramps, car and boat parking areas, and a concession building are available. Charter boats are docked at the marina and may be rented for deep sea fishing.

The department has developed natural water areas owned by the county for popular recreation uses. Crandon Park, located at the northern end of Key Biscayne (an island surrounded by the Atlantic Ocean and Biscayne Bay) has one of the most beautiful beaches in the Miami area and offers visitors the use of cabanas which can be rented by the day. A marina, boat ramp, electric boat lift, and charter boats are available at this park, along with a children's amusement park, picnic areas, and a zoo. A third regional ocean park, Elliott Key Park, provides visitors with swimming, boating, and picnic facilities. More than 1,200 acres of ocean-front parks are maintained by the Dade County park division.

One of the department's regional bayfront parks, Matheson Hammock, features a growth of natural Florida swamp vegetation. The unique mangrove tree grows in the swampy areas called hammocks. Bathers can swim in a salt water lagoon here. More than 2,000 acres of bayfront parks are included in the county park system.

Because open water is so near every county resident, the department's recreation division operates learn-to-swim and safety programs at seven public swimming pools. One department goal is to teach as many Dade children to swim as possible. An aquatic supervisor is responsible for a total instruction program at the pools, which includes courses ranging from learn-to-swim classes to a water safety instructor course.

The Dade County Park and Recreation Department tries to get as much recreation use as possible out of all the potential water-based sources in the area. It cooperates with the Central and Southern Florida Flood Control District to provide multiple recreation uses such as fishing and air boating. The department also cooperates with the Florida Game and Fresh Water Fish Commission to maintain fish management areas. In one instance the commission stocked, fertilized, and policed a recreation area, and the Dade County Park and Recreation Department landscaped it and maintained its recreation facilities. The Florida Inland Navigation District allows the department to utilize its surplus spoil areas for recreation.

Today the department is planning for even better water-based recreation facilities. The county is already preparing to acquire more land through federal grant programs. If the programs and facilities operated by the department in the future serve residents then as well as those today, Dade County will continue to have one of the finest park and recreation programs in the nation.

sewage and storm water overflow. For the past 25 years several individual communities in southern Macomb County, through which the river flows to Lake St. Clair, have attempted to solve the problem of inadequate sewage facilities and frequent flooding on a piecemeal basis. Now concerted action is being taken.

The comprehensive approach to cleaning up the Clinton and preventing floods involves removal of municipal sewage and industrial pollutants, construction of impoundments for both low-flow augmentation and recreation opportunities, river improvements for flood control, control of flood plain development, expansion of recreation opportunities, and extension of open spaces.

To control pollution and develop recreation areas simultaneously, a covered retention basin with an 8-million-gallon capacity was built to hold sewage and storm overflow. The underground basin will support a four-acre neighborhood park as well as a recreation area adjacent to a junior high school. A second retention basin, eight and one-half miles long, with a capacity of 28 million gallons, will be opened in February, 1968. Materials excavated during construction of the basin have been moved into Lake St. Clair to form a man-made island which will be developed for recreation. Thus the county will provide water-oriented recreation and combat pollution with the same tax dollar. Another method of controlling pollution involves connecting the Macomb County sewer system to the Detroit interceptor to create an effective areawide sewage system.

Soon a comprehensive plan for the river basin will be developed. Water quality monitoring sta-

CASE STUDY

Burlington, North Carolina

Burlington, North Carolina, took action to provide its residents wtih an outstanding water-based recreation program by constructing an 800-acre lake six miles from the city. The lake is over five miles long and offers Burlington's 33,000 residents more than 50 miles of shoreline. All of the recreation facilities and programs at the lake are administered by the city's Department of Recreation and Parks.

Lake Burlington was developed in 1960 after voters approved a $500,000 bond issue to finance construction. It is interesting to note that an earlier attempt to pass a bond issue which did not include recreation uses was defeated.

Lake Burlington is seven times larger than the old city water supply lake. It is classified by the North Carolina State Department of Health as a secondary source of water supply. The water flows from this larger lake into a smaller lake before it is treated for municipal use. Under state law, the city owns all the land on the water's edge back to a point where the land elevation reaches nine feet above the lake surface. This provision is designed to help prevent pollution of the lake's waters by private landowners.

Since 1960, the city has acquired 400 acres of land around Lake Burlington for public recreation use. Recreationists have benefited greatly. In 1965, approximately 8,000 fishermen and 500 boats were registered as using the lake. Many more persons used facilities for sailing, water skiing, duck hunting, picnicking, and other activities. Total attendance of lake users is estimated to be much greater than the city's population.

The city has used some bond funds to purchase five access points. The largest access point contains a park and marina. Another, near two bridges, serves as a fishing area. An access point adjacent to the dam is used as a scenic overlook. Two others have not yet been developed.

The largest access point, a 50-acre parcel, offers boaters six specially constructed launching ramps, a concession building, comfort stations, picnic areas, nature trails, wading area, and parking for cars and boat carriers. Boats are available for rent at the fishing area.

The Department of Recreation and Parks operates two concession stands at the lake. Each concession provides some revenue for the city's recreation and parks budget. Lake user fees also supplement the department's budget.

Area residents may rent a permanent mooring for boats for $5.00 a month plus an annual fee of $30.00. Boat launchings are included in this rate. Individual boats not moored at the lake may be launched for $2.00. Boats may be rented at the lake for $3.00 per day for one person. Each additional person in the boat is charged $.50. Fees for fishing are $.50 per person per half day. Duck hunters are charged $2.00 per person per half day with the use of a boat included..

Burlington's successful bond issue referendum can be attributed in part to the authorization to use the lake for recreation. The referendum information notice explained it this way: "A never failing water supply — Assure industrial growth — Better jobs — Better homes — Better schools. Use the new lake for boating, sailing, skiing, and fishing. Exciting fun while our industries enjoy an abundant water supply."

tions will be set up throughout the river basin, channel improvements for flood control will be undertaken, and efforts to control land erosion and river silting will be introduced.

Ocean-Front Parks

MARINAS and bathing beaches, as well as more traditional facilities, can be developed along ocean shorelines. A fine example of a marina is Haulover Beach Park Marina, developed by the Metropolitan Dade County Park and Recreation Department.

The marina, located on the intracoastal waterway with access to the Atlantic Ocean, has five modern finger piers with electricity and fresh water providing dockage for 60 boats. Each pier is equipped with telephone service and a two-way loudspeaker system that connects it with the harbormaster's office. The park and recreation department operates a marine service station for boaters. Facilities operated by private concessionaires include a complete bait and tackle shop, a fresh fish market, and a dockside restaurant.

More than 12 privately owned charter boats operate out of the marina. All of them must adhere to county park regulations, enforced by a county marine inspector. Four fishermen may rent a boat for $48 per half day, $90 per full day. Bait and tackle are furnished, and customers keep all fish they catch. Photographers are readily available to record the prize catch, and proud fishermen can arrange to have their fish mounted.

Party boats for drift and bottom fishing also operate out of the marina at rates fixed by the county. Like charter boats, these privately owned craft are inspected by county marine inspectors and carry ship-to-shore radio.

Beaches are usually located in sandy places free from rock and marine formations and other potential safety hazards. The site should be large enough for supporting facilities, such as bathhouses, refreshment stands, and parking lots.

Surfers head into the powerful, blue Pacific waters that encircle Hawaii and make it one of America's primary water-based recreation states.

CASE STUDY

Douglas County, Oregon

The Douglas County, Oregon, park system offers excellent water-based recreation facilities in a predomininately natural setting. Since the park system was begun in 1949, 44 sites have been acquired and developed, 32 of which are located along the Umpqua River. Swimming, boating, picnicking, fishing, and overnight camping can all be enjoyed in the parks.

Many hours and dollars were invested to develop the natural beauty of each park. Development usually included clearing underbrush and debris, filling low areas with topsoil, installing underground irrigation systems, and planting trees, shrubs, and turf. Finally, comfort stations, picnic tables, and other recreation facilities were installed. In several parks river banks were graded or reshaped to prevent erosion and to facilitate access for swimmers, boaters, water skiers, and fishermen. Overnight trailer and tent camping facilities are available at five parks. For a dollar a night a family may park a camper in one of the sites, and remain for up to three nights. Electrical outlets are furnished, and food may be purchased at convenient general stores.

Oregon is salmon country, and Douglas County provides opportunities for fishermen to enjoy their sport at Salmon Harbor on Winchester Bay. In 1949 the site was an oozy flat of about 100 acres through which the Winchester Creek had maintained a shallow, narrow channel. The only facilities offered were a county dock and a private dock on pilings that had been laid across the mud to a point reasonably close to the channel. Occasionally a venturesome fisherman, hip-deep in mud, could be seen skidding a skiff toward the open water.

Within a year the area had been cleaned up and the county had purchased riparian rights. The county and the Port of Umpqua Commission constructed a concrete ramp on a narrow channel that had been dredged to deep water. Volunteers helped build toilets and contributed funds for further development. Today the operation is considered one of the best recreation harbors on the Pacific Coast, and it attracts sportsmen and tourists from a wide area. Approximately $700,000 in public funds have been invested in the project, but it returns an average of some $3 million to the economy of the area annually. It pays its own operational costs and a good return on investment each year. The tax base of the area has been increased by approximately $1 million, most of which is attributable to motels, tackle shops, restaurants, fish canneries, and sporting goods shops.

Los Angeles' South Park pool provides refreshment for city youngsters.

The capacity of a beach is determined by the size of a swimming area. Most recreation officials agree that a swimmer needs from 50 to 100 square feet of water space. For every swimmer in the water at any given time there will probably be two bathers on the beach. An adequate bathing beach should be twice as large as the usable water area. After the size and capacity of the beach have been determined, the number of parking lots, sanitary facilities, bathhouses, and other supporting facilities necessary can be predicted.

Beach erosion caused by strong storm tides, waves, currents, geologic and physiographic features of the shoreline may interfere with recreation. Erosion may be prevented or curbed by placing jetties, docks, and other artificial structures in appropriate places offshore. At Presque Isle State Park in Erie, Pennsylvania, erosion has been curbed by placing wooden piles a few feet apart in staggered rows perpendicular to the shore. Waves caused by prevailing winds are broken up by the piles, and sand being carried along the beach is deposited between them to form sand bars. New York City has successfully used steel interlocking sheet piling at Riis Beach Park for the same purpose.

Lifeguards and Water Safety

ALL ORGANIZED bathing beaches should be supervised by competent, trained lifeguards during hours of operation. Bathing places can be considered safe only when such supervisory personnel are on duty.

Lifeguards are a prime contact between park and recreation departments and the people using the beaches. Therefore, great care should be exercised when guards are hired. A report published by the Recreation and Youth Services Planning Council in Los Angeles, California, states that most jurisdictions in southern California require lifeguards to be between 21 and 35 years old, at least 5 feet, 7 inches tall, above 150 pounds in weight, of normal hearing and at least 20-30 vision, and free of color blindness.

Many jurisdictions require lifeguards to pass a medical examination and hold both a current American Red Cross Standard First Aid card and an American Red Cross Senior Life Saving Certificate. Lifeguards who teach swimming classes are usually required also to hold a Red Cross Water Safety Instructor card. Los Angeles County, California, lifeguards must successfully complete the county Beach Lifeguard Training Program and the county first aid course.

Lifeguards are responsible for enforcing safety regulations and maintaining discipline on the beach. Additional duties may include inspecting safety equipment, keeping reports and records of accidents, and clearing beaches of debris.

Because the responsibilities of guards are important, many jurisdictions impose rigid rules of conduct for them. Generally, guards are forbidden to talk to or fraternize with pool patrons while on duty; they must be neat, clean, and alert; they must not use profane language or intoxicating beverages while on the job.

Beaches should be equipped with rescue materials. A standard list of equipment might include a boat complete with oars, spare oars, an anchor, a bailer, a heaving line, reaching pole, and ring buoy; torpedo buoys designed to be towed out to the victim; heaving lines of 60-foot-long, heavy rope; grappling irons and surf boards; mechanical resuscitators. Grappling irons, because of their unsightly appearance, should be kept out of bathers' sight and used only to recover a submerged victim. Surf boards are generally used only on ocean-front beaches and larger beaches of inland lakes.

Swimming Pools

THE PRIMARY objectives of a swimming pool program are to provide an opportunity for whole-

A diver displays top-notch form before he hits the water of a modern, L-shaped pool below him.

some recreation and to teach aquatic skills. Recreation programs may range from the traditional Red Cross learn-to-swim instructions to competitive and synchronized swimming. Dearborn, Michigan, conducts a learn-to-swim program for pre-schoolers who are too young to enroll in the Red Cross classes. This same city offers lessons in competitive swimming and diving as well as synchronized swimming.

In King County, Washington, mentally retarded children participate in their own competitive swim meet. The objectives of the program are to develop a desire to compete; to contribute to students' happiness; to give initiative to improve motor ability; to foster muscular growth and development; to create more interest in swimming; to create an interest in group participation; to develop ability to follow simple instruction; to learn to appreciate accomplishments of others; to create more school spirit (each school for the mentally retarded organized a swim team); to aid in learning about time; to develop sportsmanship; to have fun.

In the 1966 meet, 140 children entered at least one of the freestyle, breaststroke, back-crawl, or dog-paddle events. By matching children by swimming ability, size, and, if possible, age, each child was carefully placed on one of four teams. Because only four swimmers raced at a time, each one received a prize. Thus, competition was promoted but no child permitted to leave without an award. Swimmers were urged on by excited spectators and cheerleaders from their schools.

The Hamden, Connecticut, Recreation Commission operates a public swim program in conjunction with the local school district. The Recreation Commission supervises swimming during evenings and weekends from September until June in the pool owned by the school district. During the summer, the commission is responsible for the complete pool operation and aquatics program.

Safety and service to patrons are of utmost importance in the operation of pools. Just as with beaches, the selection of competent lifeguards and other pool personnel means the difference between a safe, well-managed pool and a hazardous one. Most of the qualifications for lifeguards on beaches also apply to lifeguards at pools.

Most pools are under the general supervision of a pool manager. Although his duties vary with the size of the pool, the population to be served, and the extent of the aquatic recreation program, generally he is responsible for handling records and reports of accidents, attendance, receipts, and other matters; pool maintenance; supervision of the aquatics program; and some lifeguard duties. Lifeguards usually report to him.

Other pool personnel may include a bathhouse clerk, a clothing-storage attendant, and a limited number of maintenance personnel.

To assure the safety of swimmers, swimmer loads should be established for every pool. Detroit, Michigan, which established the 7-4-1 formula, has been a leader in this area. According to this formula, there should be only seven persons per 100 square feet of shallow water (14.3 square feet each), four persons per 100 square feet of deep water (25 square feet each), and one person per 100 square feet of usable deck area (estimated that 30 to 40 per cent of the swimmers will be on the deck).

A formula of 15 square feet per swimmer in shallow water and 30 square feet per swimmer in deep water was adopted by the Los Angeles Department of Recreation and Parks.

Swimmer load limits should be correlated with the number of lifeguards needed at a pool. Recommendations as to the number of guards per swimmer vary, from one guard for every 75 swimmers (Dallas, Texas), to one guard for every 125 swimmers (Chicago Park District). Two guards plus additional guards during peak hours will probably be adequate for most public pools, which range from 2,800 to 4,500 square feet.

CASE STUDY

Sacramento County, California

Sacramento County, California, is blessed with a tremendous water-based recreation resource. The American River cuts diagonally for 23 miles across the county through the heart of the metropolitan area. The river has remained unchanged since the gold rush days, providing a refreshing change of scenery from the blocks of houses and office buildings so rapidly consuming the county's open spaces, as in other metropolitan areas.

Public officials began a long and costly operation of purchasing most of the shoreline and developing it for recreation in the late 1950's. The job was difficult because most of the shoreline was in private ownership. However, owners had left it in a natural state as spring floods made development almost impossible. This picture changed when two flood control dams were constructed. Interested citizens and sportsmen who had long hoped the river would be the focus of a park system feared the shoreline would be sold for commercial and residential purposes. The Board of Supervisors, sympathetic to their cause, acted. It established a park and recreation department by ordinance in 1959. The following year an advisory commission was created. In 1960 the county executive appointed a competent administrator to head the new department and serve as ex officio secretary to the commission.

A realistic master plan for a regional park system was officially adopted in 1962. The plan envisaged a 23-mile river parkway (a series of parks connected by trails), extending from Folsum Dam to the junction of the American and Sacramento Rivers. Hiking and riding trails were planned to meander through the entire parkway, offering adventure to experienced outdoorsmen and novices alike. A few parks would feature intensive use facilities, such as boat launching ramps and provision for bank fishing. Minimal development was planned for most of the 5,000 acres to preserve its natural character.

Implementation of the plan was divided into two phases. Phase one, to be executed in two years, emphasized buying land before price skyrocketed or it was sold for another use. Phase two entailed development of the parkway.

A few parcels were acquired at great cost to taxpayers. Public support was sporadic and disunited; then the county planning agency threatened the entire parkway concept by approving development of a residential area to extend within 125 feet of the river. When sportsmen, conservationists, and others learned of this action, they rallied public support for the recreation parkway.

Save the American River Association (SARA) was formed as a non-profit corporation to assist the county to buy land and develop trails, camp sites, and other facilities. A spirited campaign was waged to acquaint people with the scenic, historic, and recreation qualities of the river. "Operation STAR" (Save The American River), a 23-minute color film, portrayed recreation opportunities in the area.

Enthusiasm and support had spread widely by the time the association initiated "Project Elbow Room," whose purpose was to give citizens an opportunity to buy land and deed it to the county for a park. As early as 1963 the association began looking for a parcel of shoreline for a regional park. Two years later, an option was obtained from Northern Developers for approximately nine acres. A sum of $18,000 was needed to exercise the option before the expiration date of 1967. "Project Elbow Room" challenged citizens to contribute money by purchasing one square yard of "Elbow Room" for a dollar. In return, each "landowner" received a "deed" to his property. Persons wishing to "invest" more could buy a family plot for $5.00. Civic clubs could obtain charitable plots for $25.00. Within two weeks one-fourth of the money had been raised. In less than five months the association exercised its option to purchase the land, then donated it to the county.

Public support was revealed by several campaign statistics. Two hundred sixty-six "brokers" sold $5.00 "deeds" to approximately 1,300 persons. Over 82 organizations bought charitable deeds, and 1,000 persons voluntarily contributed an average of $6.00.

By early 1967, 2,000 of the 5,000 acres had been acquired by purchase, easement, license, or lease-purchase option. The task has been complicated by the number of landowners involved. However, SARA's publicity campaign and resulting public pressure have encouraged them to sell on reasonable terms.

One enthusiastic owner offered the county a trail easement over a 20-foot strip. The owner continued raising livestock, farming, and removing soil, sand, and gravel. The right to cross the trail whenever necessary to normal operations was retained. The county consented to police the area and assume liability for injury occurring to persons or property. Public use is not permanently guaranteed; the owner can revoke the easement if trail riders seriously interfere with commercial operations.

Seventeen miles of the proposed 23-mile trail were available by 1967. The county obtained rights to some it it by license. This temporary measure was employed to allow public use before land is purchased by public authority. Upon 30 days notice an owner can cancel the agreement.

The lease-purchase option was used to open land immediately for public use, yet spread cost over a period of several years. The county negotiated to acquire a parcel of land. Part was bought immediately while the rest was leased, with an option to buy at a later date. At the specified time, the county bought a second section of land, and continued to lease the rest. The process will continue until the entire parcel is publicly owned. Full development rights are included in the option, enabling the park and recreation department to improve the leased portion.

In 1964 development got under way. An 18-hole golf course was opened in 1965. Horsemen frequent the extensive riding trails, and raft and kayak trips are common.

Water-Based Recreation ACTION PLAN

The need to furnish water-based recreation facilities to a population that is increasingly seeking them is a responsibility local officials cannot ignore.

Public Officials Should:

Study the water resources of the jurisdiction to determine their potential for recreation development. Recreation facilities can be established near reservoirs, lakes and ponds, rivers and streams, the ocean front, and other waterways.

Investigate the use of water supply reservoirs.

Overcome limitations to the recreational use of waterways by assuring public access, curbing pollution, controlling beach erosion, combating siltation, and eliminating other impediments.

Develop waterfront parks with a variety of facilities. Provide opportunities for recreationists to engage in activities in or on the water, such as boating, swimming, fishing, and water skiing. Furnish picnic tables, camp sites, trails, and facilities for activities which do not take place in or on water but are more enjoyable in an aquatic setting.

Consider protection of scenic waterways.

Supervise activities at waterfront parks to assure recreationists a safe, healthy experience. Maintain lifeguards at public beaches during all hours of operation. Employ a harbormaster to supervise marinas or dock areas. Train rescue squads and employ other supervisory personnel as necessary.

Construct swimming pools and conduct a comprehensive learn-to-swim and water safety program. Such a program might be sponsored jointly by the park and recreation department and the local Red Cross chapter.

Los Angeles County's Department of Parks and Recreation Underwater Unit teaches diving safety fundamentals to skin and SCUBA instructors each year. More than 125,000 amateur divers have taken lessons from these instructors since 1954, without a single fatality occurring among this great number of sports enthusiasts.

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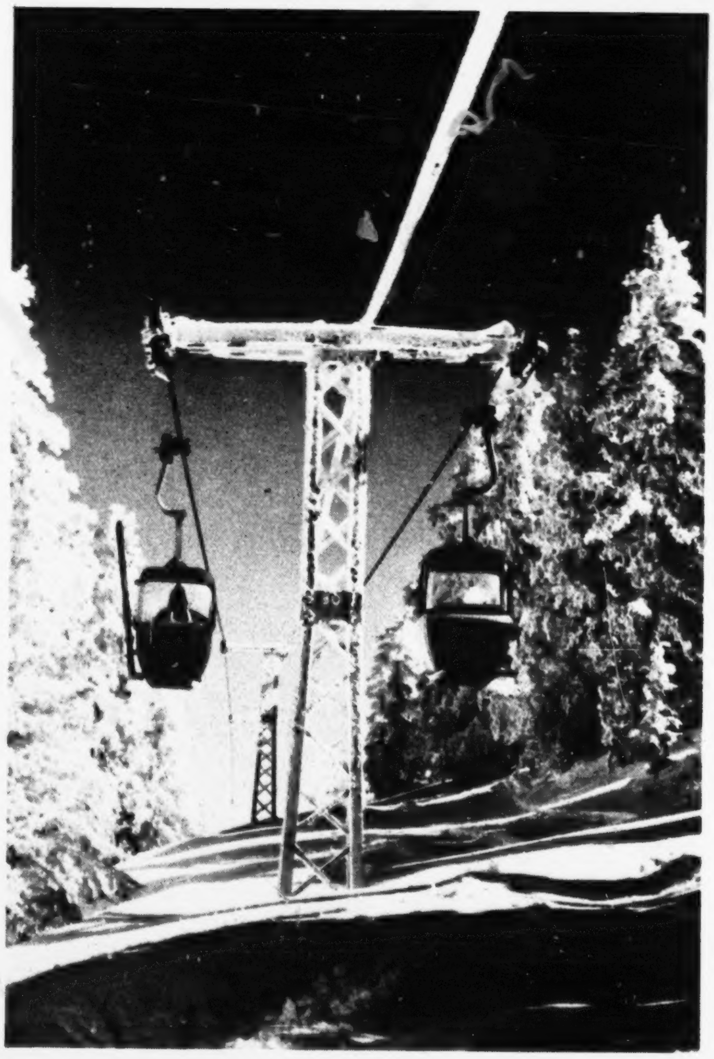

NATIONAL ASSOCIATION
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RESEARCH FOUNDATION
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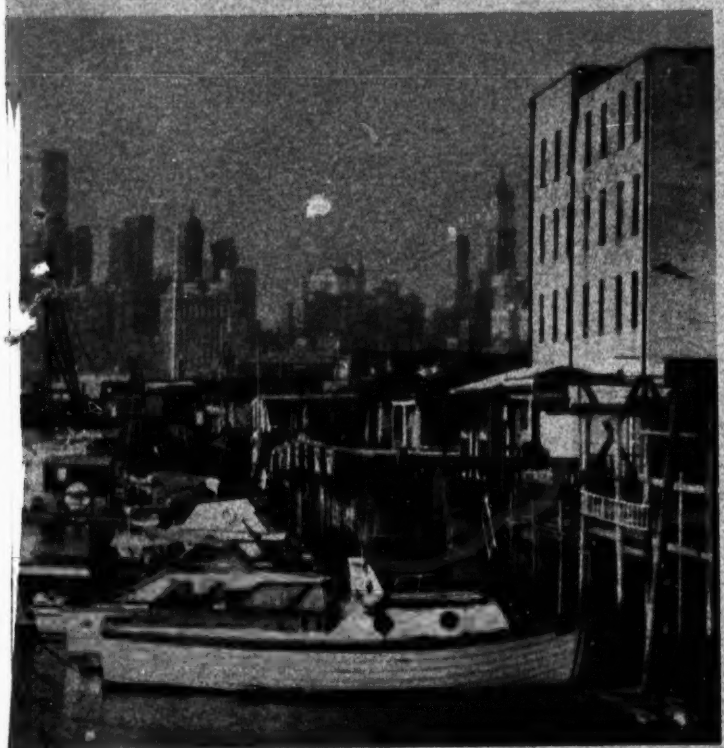
Developed in cooperation with the
Bureau of Outdoor Recreation,
U.S. Department of the Interior

Community Action Guide
for Public Officials

Outdoor Recreation

10 CITIZEN SUPPORT



THIS is one in a series of ten Community Action Guides designed to provide local elected and appointed policy-making officials and other community leaders with guidelines for establishing a comprehensive outdoor recreation program.

Our objective is to present in concise, non-technical form material that can be used by public officials who make the basic policy decision of how much money will be spent on recreation facilities and where parks will be located. We attempt to point out the importance of furnishing opportunities for outdoor recreation and to suggest methods of organizing a park and recreation department, developing an outdoor recreation plan, purchasing land, and performing related functions. The guides should be useful to administrators, park and recreation directors, county attorneys, planners, public works directors, and others who must deal with selected aspects of the total program. Community groups should also find them helpful.

Our information was obtained from first-hand interviews with officials in over 60 communities with successful programs. We attempt to pass on to like-minded officials the collective experience of these practical, action-oriented officials and civic leaders. To give community leaders an opportunity to study these guides and discuss the ways in which they can be used most effectively, we will hold thirty Outdoor Recreation Institutes throughout the nation in the next two years.

We cannot afford to abuse our natural environment, scar our scenic wonders, and destroy our historic sites. Densely populated metropolitan areas should not be devoid of open spaces and parks. If all Americans are to enjoy their precious heritage, every community must initiate a park and recreation program.

Bernard F. Hillenbrand
Executive Director
National Association of Counties
Research Foundation

Developed in cooperation with the Bureau of Outdoor Recreation, U.S. Department of the Interior

Citizen support
for fine parks and
recreation programs
begins with respect for
the outdoor world.

Community Action Guides
for Outdoor Recreation

10 CITIZEN SUPPORT

The News Media

Meeting News Requirements

Broadcasting Needs

Publications

Private Organizations

Citizen Advisory Groups

Organizational Basis

Guidelines to Success

Action Plan

Photo credits: Nature class, City and County of Honolulu, Hawaii; Old Faithful, National Park Service; totlot, Leet-Melbrook, Inc.; pavillion, Harry Grabner, Fort Wayne, Ind., Board of Park Commissioners; catamaran, Hawaii Visitors Bureau Photo; picnic, Huron-Clinton Metropolitan Authority.
Cover photos: Slide, Kenneth R. MacDonald; horses, Hamilton County, Ohio, Park District; city marina, Bureau of Outdoor Recreation; ski-tow, U. S. Forest Service; checkers, Miami-Metro News Bureau.

Citizen Support

THROUGHOUT the nation people are enjoying more leisure and disposable income than ever before. As the population grows in affluence and number, pressures on local governments to provide more services increase. Counties and cities must react with satisfactory, indeed, impressive results if the expected functions of government are to be fulfilled.

Local departments of highways, health and welfare, education, and public works have traditionally been accepted as necessities and, accordingly, have been generously financed. Now citizens are realizing that one threat to their welfare is the drastic shortage of recreation and leisure facilities. Relieving this shortage requires the coordinated efforts of public officials and local citizens.

The first job of the professionals is to convince the public of the urgency of alleviating this shortage and to create favorable public support for their work. This is a public relations job.

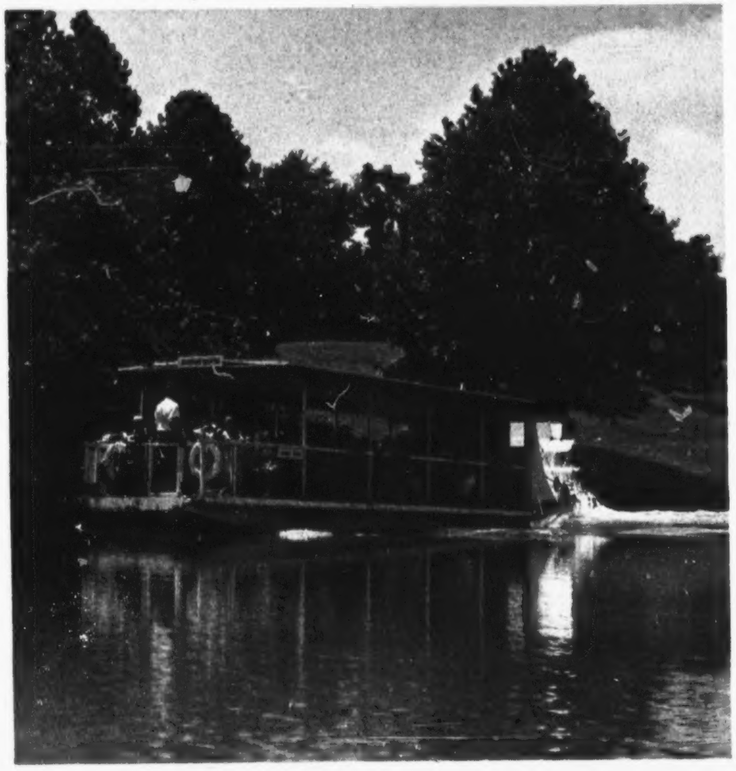
In "A Twenty-Point Recreation Program," published by the North Carolina Recreation Commission, the first point is that in the perspective of future recreation needs it is necessary to "stress its significance and importance; give it the dignity it deserves; act as a sentinel to recognize, identify and to warn in regard to the dangers of its misuse and abuse; advance a program ameliorating recreation illiteracy; utilize its preventive values for delinquency, crime, boredom, senility, and for mental, physical, emotional and social ills; state its place in the national, state, and local economy; correlate its services through the media of audio-visual aids; assure opportunities for full participation of all our people, our children, youth, adults, elders and those of all social economic strata."

Publicity No Frill

The argument that there isn't enough departmental money or enough time for public relations is invalid. Recreation professionals should realize that the general public is the ultimate financial source and with spirit aroused will certainly go to bat for its own benefit. Communities must be made aware of benefits derived from healthful recreation and contact with nature. One county official has said, "Recreation in our community still has an image of just fooling around." Should we point to the people for this lack of imagination or is it a lack of creative leadership by elected officials?

Far too often the value of public information is subordinated to other seemingly more tangible duties. Moreover, it is often overlooked as an important contribution to the ultimate success of recreation and park development. Those unfamiliar with public relations may feel that all that is involved is supplying the press, radio, and television with sporadic releases and stories. This is not a complete approach. Components of successful public relations include effective publicity and wholesome relations with organizations,

The Sharon Queen, propelled by a rear paddlewheel, carries Hamilton County, Ohio, residents around Sharon Woods Lake.



clubs, parents, schools, churches, businessmen, and local recreation committees.

The recreation director should appreciate the value of publicity and insist that all staff members be alert for good stories about recreation programs. He should make aggressive use of every promotional aid available. The director of the Parks and Playground Division of Torrance, California, stated in the department's training manual that "the responsibilities of the recreation leader do not end with the boundaries of the park area. On the other side of the fence lies the 'community'. Whether full-time or part-time, the recreation leader is functioning as a professional and has an obligation to conduct a good community relations program as well as to organize and conduct activities. This is accomplished through these two media — what you are and what you do."

Originality Necessary

It is understandable that publicity is the life blood of the recreation and park department. Without it, opposition and indifference may gather enough strength to thwart progress. The recreation and park director should vigorously publicize departmental action. Nothing is more appealing than to witness energetic and imaginative performance of duty.

A public relations program does not lend itself to a rigid mold. Flexibility and originality are required. Public support must be recognized and appreciation shown to individuals for their contributions. To accomplish this citizens must participate in recreation programs and in committees and councils which help plan and formulate department policies. These citizens' groups are tremendous assets for publicity. However, they have often been accepted as uncontrollable liabilities because of the additional staff time and responsibility required in working with them on the part of recreation personnel and elected officials. This is basically a weak excuse.

In improving public relations and gaining communitywide support, one of the most productive promotional aids is a speakers bureau. Lack of local recreation facilities is no excuse for not setting up such a bureau, since speeches on what could be done and what is being done in other areas can help stimulate action for needed facilities. This approach plays on the citizen's pride.

Dutton Shadyside Park in Kent County, Michigan, is a welcome open, watery area for outdoor family activities.

To gain prestige and identity, it is not sufficient merely to do a good job. The department must make the public aware that a good job is being done. In this manner, community action and financial support can be justified.

The first goal is gaining public confidence. This is accomplished partially by personal contact with the public through clubs and organizations. Make it known that speakers are available. If staff personnel are not plentiful, then solicit well-informed private citizens to champion the cause of recreation and parks. Strive for variety in the speakers' program with the use of slides and films.

The News Media

ONE OF the most immediate responsibilities of the recreation and park director is to demonstrate leadership which will elevate the department's prestige within the community. It is essential to build good relationships with local newspapermen and radio and television reporters. The public should be informed continuously of plans,

Old Faithful Geyser in Yellowstone National Park is one example of a landmark known to all Americans.

accomplishments, and even failures. Leaders in business, schools, clubs, and civic organizations should be personally invited to recreation meetings and encouraged to participate. The director should always try to understand and correlate the public's needs and objectives with overall recreation and park plans. The director and his staff should utilize every possible publicity media — newspaper, radio, television, releases, brochures, and publications.

Some cities and counties have an information officer whose job is to assimilate and distribute information from all departments. The park and recreation department should work closely with him to establish a systematic way of sustaining community support. The department director or information officer should stay in close contact with local government officials in coordinating programs, meetings, and hearings by other departments.

Many recreation professionals have experienced difficulty in dealing with newsmen. This is due primarily to a misunderstanding of the general interests of radio, television, and newspaper editors. To receive cooperation from these men, the recreation director and his staff must comprehend the structure of the news story, they must be able to write concisely, and they must stick to their word. Certainly one of the fastest ways to lose the confidence of the press is to exaggerate an event or to announce coming events and then cancel them without informing the press.

The Washington State Association of Elected County Officials, in its pamphlet entitled "Public Relations Handbook for County Officials," states, "Relationships with the press *must* be built on mutual respect, trust and accessibility." The association encourages each county official to become acquainted with the reporter covering his office. He should be invited to discuss the type of news in which he is interested. He should be informed that the recreation and park office and its records are available to him. If possible, the official should visit the managing editor or the city editor by appointment in his office.

The recreation official should not hesitate to release news because it is not earthshattering. There is great diversity in the public's reading interests.

Meeting News Requirements

Preparing a news release is a time-consuming but essential chore. The cardinal rule is that every news story should answer the questions *who, what, when, where, how,* and *why.* Here are several guidelines which may prove helpful:

1. All releases should be typed or mimeographed on regulation paper. Carbon copies and onionskin are unacceptable.

2. The release date and other pertinent information should be typed in the upper left hand corner in this manner:

FOR RELEASE:
P.M. Tuesday, August 1, 1967
FROM: John Smith, Director of Parks and Recreation
RE: County Swimming Contest

3. The telephone number of the department should be provided in case the reporter would like clarification.

4. The release should be double or triple spaced to permit interlinear changes.

5. Only one side of the page should be used. If continued for more than one page, the word "more" should appear at the bottom of each page. The marks "-30-" or "#" indicate the end of the story.

6. Concise style should be used.

7. There should be only one story to a page.

If a reporter is expected to attend a meeting the director should be prepared with a succinct outline of recent accomplishments and ready for

CASE STUDY

Decatur, Illinois

The Decatur Recreation Department in central Illinois is assisted by organized public support from three major sources: tax funds, adult recreation clubs, and civic groups. It operates on a budget of $105,000 (FY 1966) and works closely with an independent park district and the school board in serving a population of 80,500. In May, 1967, the Playground and Recreation Board was formally combined with the park district.

The first adult recreation club was organized in 1935 to encourage "opportunities for wholesome recreation throughout the year." At that time tax-supported recreation in Decatur had been twice defeated; a year later the first tax for recreation was passed. By 1965, 12 clubs with a total of 300 members were active. They completed 23 projects at a cost of $4,292.

No dues are collected, but each club is permitted by the park and recreation boards to run a concession stand in the park it supports. The money earned is poured back into the program through club projects, which include movies, dances, ballgames, bleachers, game equipment, and pools.

The Adult Recreation Council, composed of representatives of the adult recreation clubs, the park board and the recreation board, was organized several years ago to ensure communication and understanding between club members and officials. The council meets quarterly and provides a forum for club members to question park and recreation policies they do not understand or approve.

In addition to the adult recreation clubs and the council, civic and service organizations have contributed substantially to the recreation program. The Lions Club, Kiwanis Club, Knights of Columbus, Rotary Club, Sertoma, and U. S. Jaycees have given financial support for playground equipment and boys baseball.

The Lions Club has provided free milk for day campers for the last 25 years. It also contributed about $12,000 towards a children's zoo, an action which indicated enough citizen concern to move the park board to action. It has assisted in developing the playgrounds at a cost of $26,000.

Over a three-year period, the Kiwanis Club gave $15,000 to equip a new park, which is now named after the club. Later, it spent $7,000 developing another park. The independent park district bought and maintains the land and constructed the building. Kiwanis funds paid for lights, a basketball court, and other improvements. The Rotary Club has also agreed to assist in developing a park.

While the financial support of the adult recreation clubs and the civic organizations is important, they have other benefits as well: 1) they encourage neighborhood unity; 2) they have hastened recreational development; 3) they help focus public attention on what is and is not being done; 4) they arouse so much interest in recreation that cuts in the recreation budget would be difficult to undertake; 5) they encourage the professional staff to greater efforts.

questions. Nothing is more satisfying to a reporter than facts and figures, but don't go overboard. Remember also that editorializing is the independent responsibility of the news organization itself. Any attempt by recreation personnel to give opinions — unless requested — generally falls on deaf ears.

Newspapers usually take their own pictures, but the department can suggest action shots which would make news. Static pictures of people should be avoided. Each newspaper has its own requirements regarding photographs submitted for publication. Small dailies and weeklies frequently do not have the necessary equipment for reducing the size of pictures. Therefore, their pictures usually are of column width or multiples of this size. Most newspapers require glossy, untouched prints. Polaroid prints are seldom accepted for newspaper reproduction.

The timing of news releases is important in gaining public attention and participation. When working with dailies, try for weekend releases for a feature story on program activities or prospective park development and expansion. For Sunday publication newspapers generally require that information be delivered by Friday. It is highly advisable that a yearly calendar be kept for reminding the staff of seasonal sports releases and traditional local events.

Recreation departments are at a distinct ad-

CASE STUDY

Maryland-National Capital Park and Planning Commission

The Maryland-National Capital Park and Planning Commission is a bi-county state agency established by the Maryland General Assembly in 1927 to plan and guide the orderly development of suburban Montgomery and Prince George's Counties. This responsibility includes the acquisition and development of a park system on a regional basis. Both counties are contiguous to Washington, D. C., and have a collective population of 698,223 people.

The commission has an operating budget of $2,267,300, a capital budget of $13,484,596, plus $85,033 for special bond and debt expenses for a total of $15,836,929. The commission operates with a staff of 209 and administers 166 local parks, 27 stream valley parks, and 19 regional parks.

The commission staff is organized into five departments under the supervision of an executive director. Three departments — Administration and Finance, Legal, and Public Relations — act as service departments to the two departments which carry out the primary functions of the commission — the Department of Planning and the Department of Parks.

The Public Relations Department is responsible for the development and administration of a comprehensive public information program to keep residents in both counties informed of the commission's activities and programs.

This program includes preparing and distributing annual reports, park guides, general information brochures and leaflets, and other non-technical publications; editing and distributing planning and other technical publications; maintaining close contact with news media representatives; arranging for press conferences and speakers for a wide range of civic and service groups; and writing news releases, speeches and special feature articles.

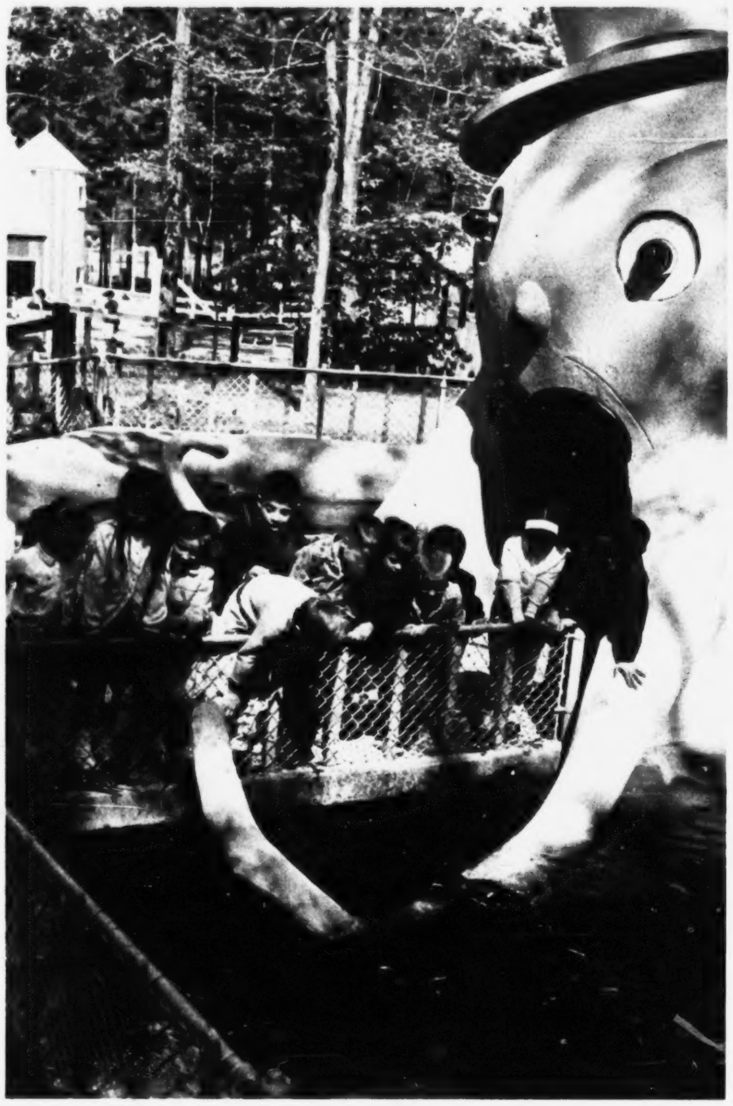
The commission is required by law to hold a public hearing on each year's proposed budget. Traditionally, at these hearings the nature of public sentiment, criticism, and opinion regarding commission policy and actions has been determined. The hearings are adequately announced in nine weekly newspapers and 13 civic association magazines besides major metropolitan newspapers. The proposed budget itself receives wide distribution. Two copies are sent to every library and to 700 to 800 opinion leaders.

Press conferences on special events and policies are generally set for weekend release to win the widest publicity.

The commission receives many requests from civic organizations, local groups, schools, and churches for program speakers. Through vigorous participation in this area the commission has been able to maintain continuing direct contact with the public.

The commission has approved a staff recommendation to establish a program for citizen participation in the planning process. Under this program, a series of public forums will be held during the formulation of an area master plan. These forums will be structured to achieve a two-way flow of information between interested citizens and the commission's technical staff. Three forums already have been held on an experimental basis, and it is the staff's consensus that all three have been successful.

The staff has also recommended setting up citizen advisory committees in each county for consideration of long-range plans in four major areas — land use, transportation, community facilities, and open space. The daily press has given fairly wide coverage to these proposals, and the commission is beginning to receive indications of general public acceptance of the program.



"Okky," the jolly octopus at Turtle Back Zoo, an Essex County, New Jersey, Park Commission facility, bids all nearby children to enter and view tropical fish. Such special facilities are naturals for public relations promotion.

vantage over many other local departments. Their news is about people and their activities. For this reason the whole staff should capitalize on projecting an active and aggressive image to the public. Meet with the feature editor of the newspaper and convince him of the value of a special story with pictures in the Sunday edition. Cultivate radio and television editors and tell them what you have to offer.

Broadcasting Needs

When preparing radio releases most of the work should be done by the department. The releases themselves can be of several forms. Once a technique is perfected, it can be an expedient and valuable source of publicity. One county has a daily news recording varying up to a minute in length, in which countywide recreation stories, events, and programs are publicized.

The Washington State Association's "Public Relations Handbook for County Officials" recommends, ". . . the interview and comment of 'speech' type should be taped and submitted to the station. Tapes should begin with 'Good morning, ladies and gentlemen, this is John Doe speaking to you by tape recording for Station ...... News,' and should sign off with the name of the speaker, his subject, and the name of the radio station. The tape when submitted to the station should have on the outside of the container, and taped to it, the subject, speaker, speed (7 1/2 preferred), the exact time of running (minute and second), and the date of release."

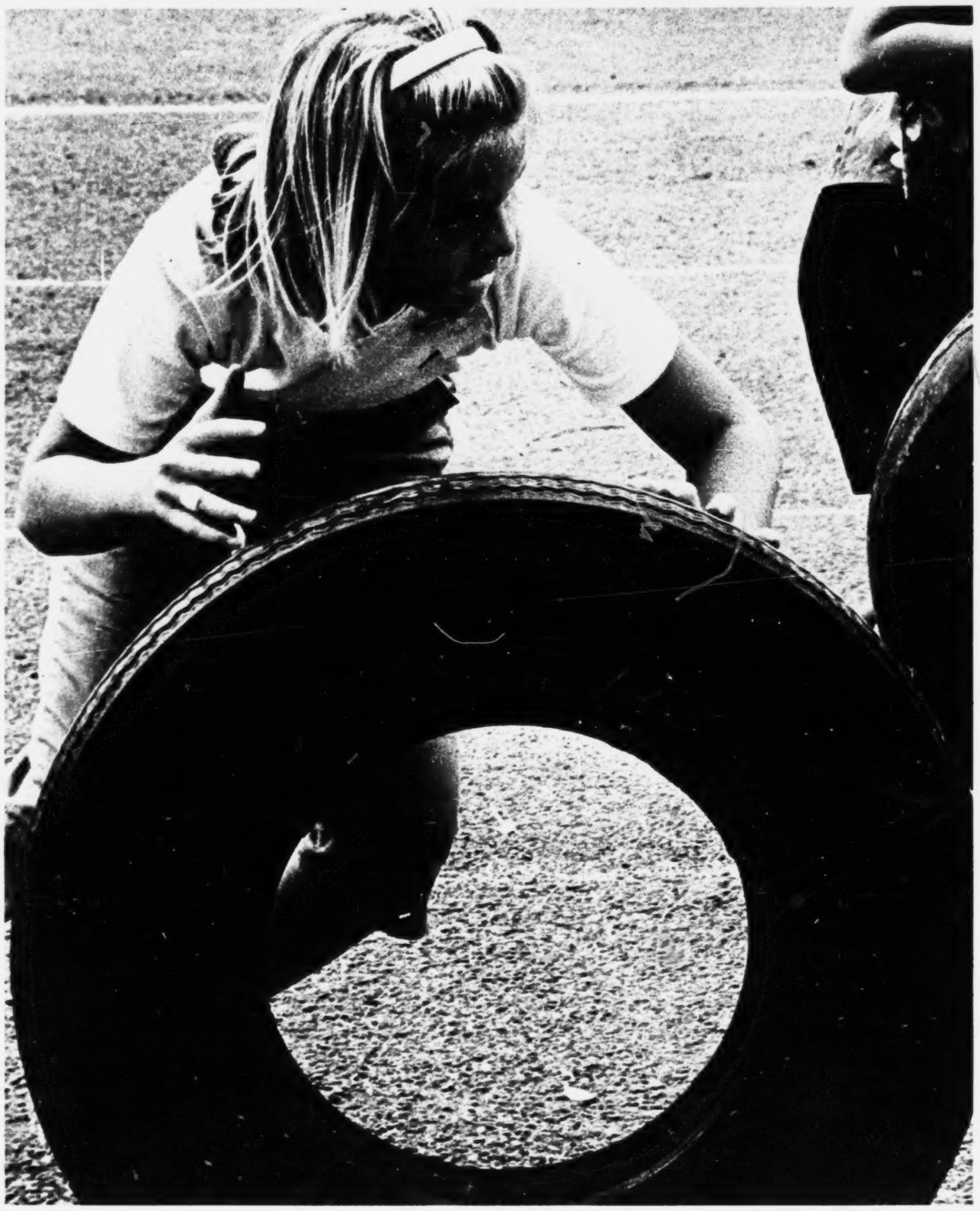
Television releases do not have to be in the form of films, although these are helpful. A news item prepared in the same manner as a newspaper release is always acceptable. If an event is newsworthy enough to warrant television cameramen, it is advisable to inform the TV station well in advance of the event. Be prepared to justify the use of cameramen.

People are always interested in what their friends are doing. This is emphasized even more in small towns and villages than in large urban areas. When writing a news story, generously mention the participants by name — and spell it correctly. Interview the people involved and take their pictures. Keep in mind also that recreation is for people of all ages. Make sure that publicity caters to the "golden agers" as well as the toddlers.

Publications

THE BEST recreation publicity program is one which coordinates the use of well-timed news releases to local newspapers, radio stations, and television reporters and the general publication of department bulletins, announcements, programs, and descriptive brochures. These publications should receive the widest possible distribution. The important thing is to get people involved, for through involvement comes support.

Publications can vary in form and design but all should be attractive and informative. Probably the most important publication is the county or city park and recreation plan. From the beginning



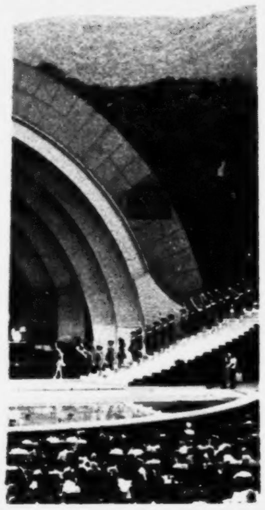
BATTLE
OF THE
BANDS

this should be a community effort. Neighborhood advisory groups are extremely helpful in providing opinions on local needs. The department should consult frequently with the recreation departments of local industries and churches.

In the development of recreation plans most counties have public hearings. If conducted properly and well advertised, these hearings generate significant public support. The Maryland-National Capital Park and Planning Commission, serving Montgomery and Prince George's Counties, Maryland, provides elaborate development and planning maps and financial charts at its hearings. With imaginative speakers and extensive publicity it has meetings attended by several hundred citizens. It is useless to establish park standards, recommend facilities and programs, and seek ways to finance them unless the citizens are stimulated to support these goals.

When copies of the comprehensive plan become available and a public hearing is desired, public notice should be published in all local newspapers at least 30 days before the hearing. Whenever possible public hearings should be held within a study area for the convenience of the citizens involved. The hearing record should be kept open for 30 days so individuals and organizations can submit statements supporting or opposing the plan. Suggestions emerging from these hearings should be thoroughly reviewed and analyzed and, where feasible, incorporated into the plan. Debate over the plan is useful in gaining community support.

County-oriented parks and recreation depart-



Special annual events and unusual programs can all be used in promoting park and recreation facilities and objectives to citizens. At far left, an intent girl participates in the Wheels Derby, an annual event celebrating the New Year, sponsored by the Honolulu Department of Parks and Recreation. Above, children line up for the Rockford, Illinois, Park District, annual playday costume parade. At middle left is shown the six-month-long "Battle of the Bands," a new concept in regional recreation programming sponsored by Los Angeles County at the famous Hollywood Bowl. At left, the City and County of Honolulu teaches children part of the cultural heritage of the Islands.

ments are likely to have a variety of natural sports facilities, such as swimming, skiing, fishing lakes, trails, ice and snow facilities, and developed playgrounds. Accordingly, it is helpful if brochures are categorized by sports. If one area is particularly well developed with a variety of facilities, it should have its own descriptive brochure. The Park and Recreation Commission of New Castle County, Delaware, for example, recently acquired a 150-acre plot of land subsequently named Banning Park. Papers describing the park and its facilities are distributed throughout the county.

The Department of Recreation and Parks in Arlington County, Virginia, published one 50-page digest entitled "Fun for All; A Guide to Recreation Facilities and Services." This guidebook includes maps, diagrams, cartoons, all information concerning sports, performing arts, special events, picnic and camping facilities, and rules and regulations. The department also sponsors a radio program called "Recreation Report and Bulletin Board," which broadcasts the latest recreation events.

The widest possible distribution of departmental publications is instrumental in achieving citizen support. To avoid high distribution costs, it is wise to work closely with schools, churches, and civic organizations. Many departments work with local banks in distributing leaflets and flyers with monthly checking account statements.

When working with schools be sure the time schedules, dates, and places of activities are included with the printed matter. If at all possible, arrange competitive contests in a variety of sports.

When a fee is involved, try to give school children special rates. The Essex County Park Commission in New Jersey, for instance, distributes a yearly ice skating and hockey brochure. Included with the brochure are cards which when validated at the commission office entitle the holders to a 40 to 50 per cent discount on admission charges.

Private Organizations

VIRTUALLY every established park and recreation department has found it beneficial in gaining public support to work with public service organizations and private groups. These include parent-teacher associations, arts and culture societies, touchdown clubs, Jaycees, Leagues of Women Voters, churches, garden clubs, conservation groups, Lions clubs, Rotary clubs, and fraternal bodies. These organizations are valuable not only in disseminating information but also in sponsoring various recreation projects throughout the county.

Several localities have been able to influence groups to buy land or develop potential park areas. In Natrona County, Wyoming, for instance, a church has developed an extensive camp and conference ground complex on county-owned parkland. The facilities are open to the public and the arangement has been financially advantageous to both the church and the public.

Every service club has a community project. The essential factor is the proper choice and se-

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CASE STUDY

Fort Wayne, Indiana

A minimum of one newspaper story a day for the past three years; a weekly radio show on park and recreation activities; hundreds of color slides; several color movies: These are only part of the public information output of one man, the assistant superintendent of recreation, who handles a host of other responsibilities as well.

The Fort Wayne, Indiana, Board of Park Commissioners is autonomous except that it needs City Council approval on salaries and appropriations. It has no "professional" public information officer on its staff. The interest and avocation of one man has led to an intensive, successful, public information program. There are three television stations in Fort Wayne, seven radio stations, and two newspapers to serve the city's 160,000 people. Through personal contact, cameras, and a tape recorder, one man has kept them all supplied with current news about the park and recreation program.

The assistant superintendent of recreation, whose hobby is photography, has taken hundreds of striking, beautifully composed pictures of parks and recreation activities. They are used in department brochures and manuals, on local television, and in the newspapers.

His talent for photography has also enabled him to make a 25-minute 16mm movie on the department and its activities for less than $100. Separate 15-minute films have been made on swimming and camping. The longer movie is used to orient part-time employees; all three films are shown to groups around the city. In all, the movies have been run more than 100 times. With an automatic carousel (which holds 80 slides) and a rear projectograph, the assistant superintendent has developed several slide shows from the hundreds of slides he has taken.

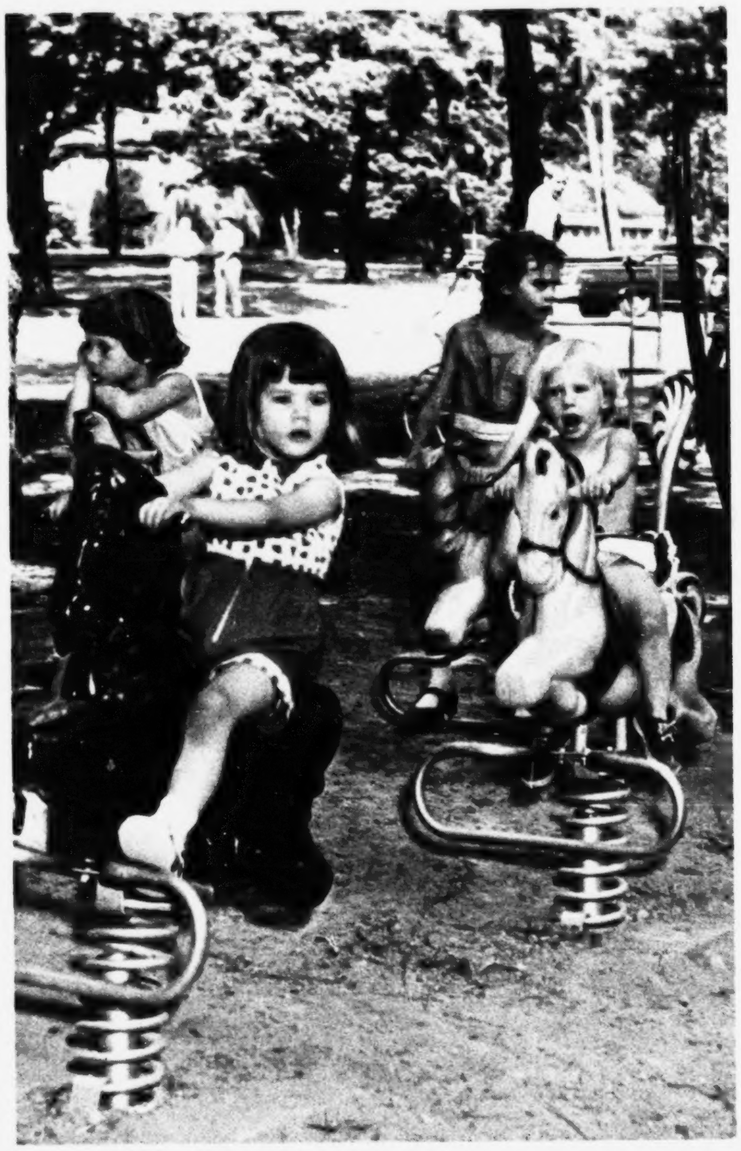
To help keep the radio and television stations supplied with news, he has transformed a small room in the recreation building into a soundproof recording studio where he tapes interviews with department personnel. Every Saturday morning he has his own eight-minute radio interview show. All this has been accomplished with only a small part of the board's $2,084,552 budget (FY 1966).

The news media do not depend on his output alone. Both newspapers cover every meeting of the Board of Park Commissioners. Both publish weekly schedules of recreation events. In 1966 a montage of color pictures on summer recreation activities appeared as the cover of "Roto," the Sunday magazine supplement for one newspaper. The recreation department has clipped and pasted up all newspaper clippings in large scrapbooks.

In addition to his work with the communications media, the assistant superintendent for recreation has published several information brochures on such things as employee policies, summer park programs, recreation programs, senior citizen activities, and the Jack D. Diehm Memorial Museum of Natural History.

The Fort Wayne program is fine proof that public information efforts do not have to be shunted aside until a recreation department can establish and fill the position of information officer. As this example illustrates, one department employee with enough interest can work with the news media and carry out an effective public relations program by himself.

Nearby areas where small children can play are appreciated by mothers as resting spots, areas where children can meet others and use playthings unavailable at home. But parents must be informed of their existence before they can use them.



lection of the project — the field of recreation offers an opportunity. The North Carolina Recreation Commission has several helpful suggestions in integrating these groups with the entire recreation program:

Select a recreation project of real need and render valuable services.

Sponsor the project with enthusiasm.

Support the project with adequate finances.

Supply volunteer leaders to work under profesional guidance.

Plan ways to proceed and carry the project to successful achievement.

Promote the idea with diligence and with vigor.

Proceed with full understanding of the membership about all aspects of the project and coordinate it with the total program.

Prepare for the future development of the project in growth and expansion.

In Arlington County, Virginia, the Department of Recreation and Parks, assisted by the Arlington Health and Welfare Council and the American Association of University Women, sponsors an Annual Youth Employment Service Program which provides employment for several hundred Arlington youths. The department has also established a Conservation Youth Corps whereby youths between 15 and 18 are employed in maintenance and development projects.

As a supplement to recreation and park facilities, many communities are fortunate enough to have industries and businesses conscious of recreation needs. Industrial participation can be expressed in several ways: monetary contributions, labor and equipment gifts, even development of complete recreation areas. Their activity and interest in a county or city program is often the product of successful public relations on the part of the recreation and park department.

Muskegon, Michigan, was given the stadium seats of one of its little league ball parks by an alert scrap metal dealer who acquired the inventory of a defunct metal seating business. Muskegon is also assisted by the Shaw-Walker Industrial Fund.

Citizen Advisory Groups

IN SUSTAINING community support and generating citizen action it is useful to establish citizen councils or committees. These groups provide continual liaison between the department and the people of the county.

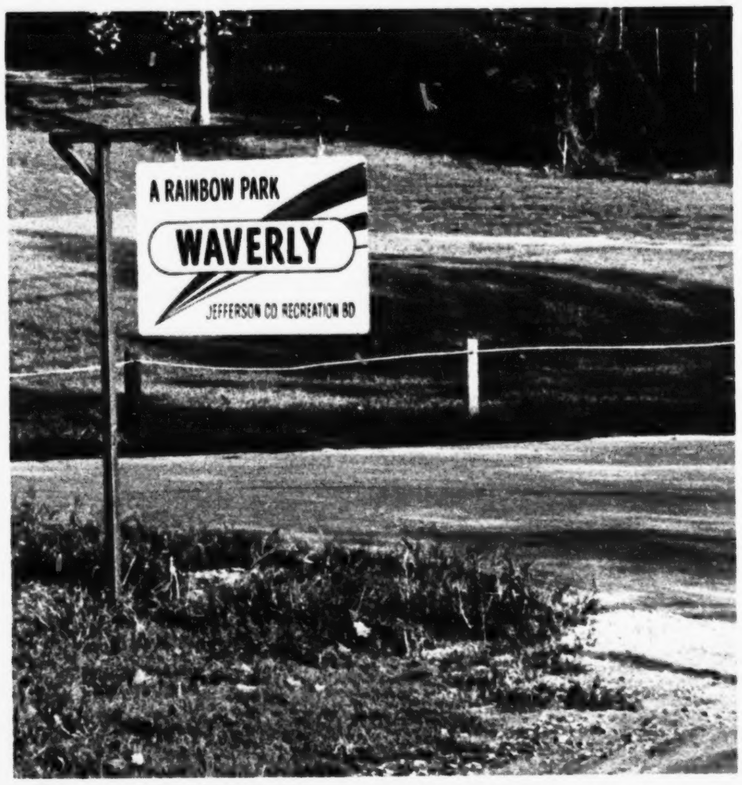
In the organizational stages of these councils it is highly advisable that the recreation and park department set out in writing the duties, functions, and responsibilities of the committees and choose civic leaders who will use discretion and initiative in making councils workable.

Conflicts arise when it is not clear whether citizen committees are administrative, advisory, or policy-making in nature. Some counties and cities have no choice in that the functions of these bodies are written into the department's enabling legislation. On the other hand, some groups, originally organized on a voluntary basis for advisory purposes, have completely usurped the identity of the department by assuming administrative duties. This is a point to ponder when organizing citizen committee participation.

A leading economist recently said, "Community participation is of more importance than money, cement, steel or labor. These things we have in abundance now. What we need is *awareness;* deep concern by the well informed; governmental structure laid out for action; but above all, we need leadership for action."

This leadership must be a coordinated effort between public officials and community leaders. Recreation needs of the people have a greater chance of being realized when expressed through citizens committees. Committee meetings should be held at times and places to attract the greatest attendance. An agenda is essential. Open discussion should be welcomed. As one recreation public relations director openly admitted, "It's the squeaky wheel that gets the grease."

In the advisory area of citizen groups it is vital to activate all age brackets from teenagers to senior citizens and, if the interest is there, perhaps to let them go beyond their advisory ca-



M. Theo. Kearney
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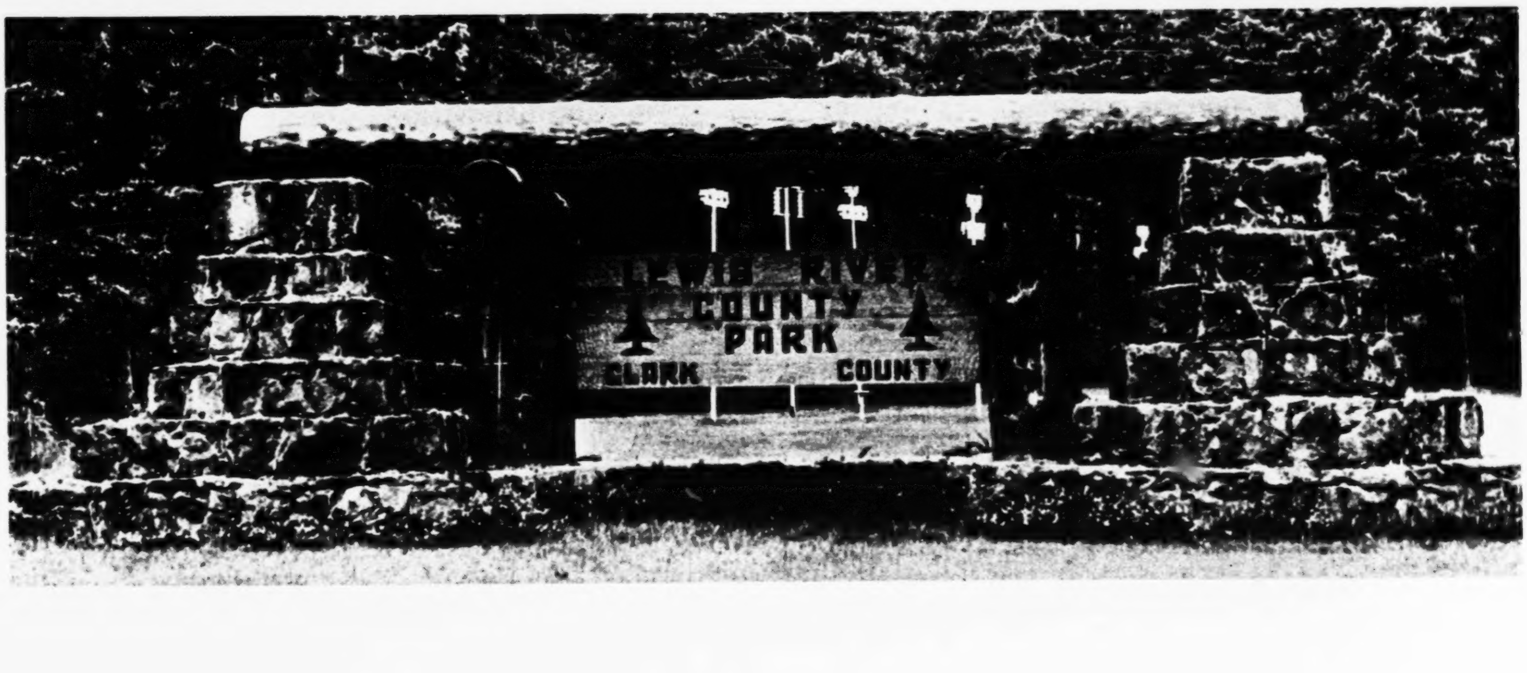


Attractive and clear signs designating parks, play areas, and other recreation facilities are part of a good citizen support program. From top to bottom, those shown represent Waverly Hills, a Rainbow Park of the Jefferson County, Kentucky, Recreation Board; the entrance to Kearney Park in Fresno County, California; and the substantial sign indicating Lewis River County Park in Clark County, Washington.

CASE STUDY
Fairfax County, Virginia, Park Authority

Fairfax County, Virginia, located in the Washington, D. C. metropolitan area, encompasses 405 square miles and has a population of 248,897 that is expanding rapidly. The county park system is administered by the Fairfax County Park Authority, which has an operating budget of $1,300,000 and a capital development budget of $4,400,000. It has 92 full-time employees who administer and maintain approximately 100 neighborhood, community, stream valley, and historical parks totalling almost 400 acres. These facilities are available to the recreation department, a separate county agency responsible for recreation programming.

The park authority was established by state law and county ordinance. The Fairfax County Board of Supervisors appoints members to the park authority, which appoints a park director. The authority is responsible for submitting an annual budget to the county supervisors; the supervisors then appropriate funds from general tax sources for park purposes.

The park authority uses all appropriate media to publicize its programs. It provides brochures describing the facilities available at each major park. Although the authority has no speakers bureau, the director has an extensive calendar of speaking engagements.

Most contact with community organizations occurs prior to the creation of a new park. The most significant community action has been in connection with the authority's $18 million bond issue, approved in November, 1966. It was one of the largest local park bond issues in the United States.

The entire bond promotion campaign was conducted within a six-month period. The director and his staff believe that the short campaign was a significant factor in gaining approval, for citizen interest was brought to a peak rapidly and did not have to be maintained over a long period of time. The promotion began with an invitation to all citizen groups to bring their park requests and recommendations to a public hearing held by the Fairfax County Board of Supervisors. No recommendations were made by the park authority at that time. The public hearing was an important contribution in the campaign's success, since citizens were so actively involved in the program from the beginning.

After the public hearings, the park authority prepared a brief, general proposal for capital improvements. It incorporated most of the citizens' ideas and described the various kinds of parks required, their general locations, and the legal and financial tools that would be required to make them a reality.

A citizens committee was formed to promote passage of the bond issue. It established a speakers bureau and delivered over 150 speeches to civic and community groups during the brief campaign. Speaking invitations were sought by an active subcommittee. The park authority staff remained well in the background and served the committee only in a technical and advisory capacity. For example, it provided each speaker with a detailed map showing the capital improvement program and the parks involved, along with a fact-filled brochure on the bond issue. The brochure was widely distributed by civic groups at stores, libraries, and other public places.

pacity so long as they do not become involved in departmental administrative decisions. The Greensboro, North Carolina, Parks and Recreation Department has established a Youth Council on Civic Affairs, whose responsibility is to discuss and initiate those programs especially beneficial to the young. The youth council operates a year-round teenage employment service and a volunteer recreation program for underprivileged children; sponsors a community Christmas tree, publishes and distributes a "town crier" on student events; and advises the parks and recreation department on the general needs of youth.

Organizational Basis

The most successful citizen committees have been organized on a neighborhood basis. In this unit it is easiest to find similar interests regarding recreation needs and, through active and unified participation of the local citizens, to make their needs known to the department. In Baltimore County, Maryland, neighborhood councils, numbering 47 in 1966, have reached a high degree of sophistication (see case study). Each council has its own officers and bonded treasurer and has a 50/50 matching financial arrangement with the county department in getting specific sport facilities placed in its locale. The councils committed themselves to specific expenditures during 1966-67 of $781,000 and approximately 28,000 volunteer leaders, who were expected to contribute 400,000 man-hours of activity leadership.

Similar to the Baltimore County program, the Denver, Colorado, system of community associations operates athletic leagues under the direction of the Department of Parks and Recreation. The department provides and maintains fields and furnishes a supervisor for each one. League schedules are set by the department and the associations must participate in a permit system for the use of fields and facilities.

In Cincinnati, Ohio, the City Recreation Commission has organized its citizen committees along sports lines, each sport having its own group. It is felt that through this organization more enthusiasm and participation in specific sports will generate enough community support and interest to justify more extensive development.

Citizen groups vary considerably as to the tenure of the members. The best policy is one which permits the widest participation by citizens. Staggered terms of three to five years assure both continuity and flexibility. Membership should be determined through considerations of geographic spread, social and economic breadth, and, of course, interest in recreation and parks.

In a survey completed by the National Association of Counties Research Foundation in February, 1967, it was found that all recreation advisory group members are appointed. Appointments are made either directly by the county manager, executive or chairman of the board, or by a combination of appointment and governing board approval.

The survey also showed that advisory committees have been somewhat handicapped in their activities because of a lack of a clear definition of their functions. San Diego County, California,

CASE STUDY
Baltimore County, Maryland

Baltimore County, Maryland, has a population of 492,428 and covers 610 square miles. It does not include the city of Baltimore. The Department of Recreation and Parks, which has countywide jurisdiction, has 128 school-recreation centers run in cooperation with the school districts and 67 parks and recreation areas separate from schools. For fiscal year 1966-67 the department had an operating budget of $1,935,253 and a capital budget of $1,108,000. It employed 137 full-time people, of which 32 were professionals and the rest laborers and clerical personnel.

Because Baltimore County has no incorporated municipalities within its boundaries and thus is the only local government serving its residents, the county recreation department is responsible for providing those facilities closest to the people — neighborhood and inter-neighborhood parks and programs. Although areawide special facilities are furnished also, primary emphasis is on parks within walking distance of county residents.

Citizen groups have been involved actively in public recreation in Baltimore County since the 1940's, when the first public recreation agency was established. By 1948 the initial agency had evolved into a Board of Recreation consisting of seven to nine members appointed by the county commissioners. (In 1958 a consolidated Recreation and Park Board was established.)

Together the director and board members met with citizens throughout the county to ascertain the nature and extent of interest in recreation. Interest was so intensive and widespread that nine recreation councils consisting entirely of volunteers were formed in various communities. Their functions were to advise the recreation director and board of local needs and to finance operation and maintenance of programs and facilities.

Formation of these local recreation councils was consistent with department policy of serving local interests. Two main tenets of the policy are (1) to help local communities help themselves meet their park needs and to give direction only when requested and where a willingness to share the responsibility is indicated, and (2) to recognize that public recreation and parks are primarily a community responsibility and should be controlled and financed by the people.

Recreation councils serve as a vehicle by which the department learns of local needs in addition to providing an outlet for citizen participation.

Volunteers serving on the councils may represent public and private schools, PTA's, service groups, churches, and other civic groups. They are assisted and advised by six area superintendents who are qualified professionals employed by the recreation department.

Each council draws up a constitution and bylaws to govern its operations. Many are incorporated. The number of councils has expanded from 9 in 1949 to 47 in 1967. No public funds are budgeted to cover expenditures of the groups, but they sponsor car washes, bake sales, and other ventures to raise money to finance projects such as purchasing Little League uniforms and equipment.

Citizen participation in recreation councils is essential to the operation of Baltimore's park and recreation program.

Pavillions such as this one in Fort Wayne, Indiana, offer citizens opportunities to use public facilities for special events of their own. The key is to make the reservation system easy and efficient.

has offered some perceptive suggestions regarding the role of an advisory group in public service, its relationship to department administrators and the general public, and how it can function more effectively as an advisory body.

Guidelines to Success

According to San Diego County, the success of an advisory committee depends on the following four factors:

1. The committee must maintain a clear-cut division of responsibility between itself, the board of supervisors, and the professional staff. The committee advises the county board of supervisors and department administrators on policy matters in regard to the provision of park and recreation services to the community. It has no administrative authority or responsibility. It makes general recommendations only.

2. It advises on basic policies which guide the department. The administration of the policy — the actual provision of the park and recreation service — is a technical problem which requires a technically trained staff. This division of work serves the important and practical purpose of enabling the committee and the staff to recognize respective functions and to achieve effective working relationships.

3. The committee must recognize that its recommendations to the board of supervisors and department administrators will not always be followed. The committee should not take this rejection as a personal affront. However, with few exceptions, if the committee secures pertinent

CASE STUDY
Philadelphia, Pennsylvania

In Philadelphia, Pennsylvania, the Department of Recreation has encouraged the development of an organized advisory council system which fosters great support and participation by its population of more than 2,000,000. The Fairmount Park Commission works closely with the Department of Recreation on all site and program planning.

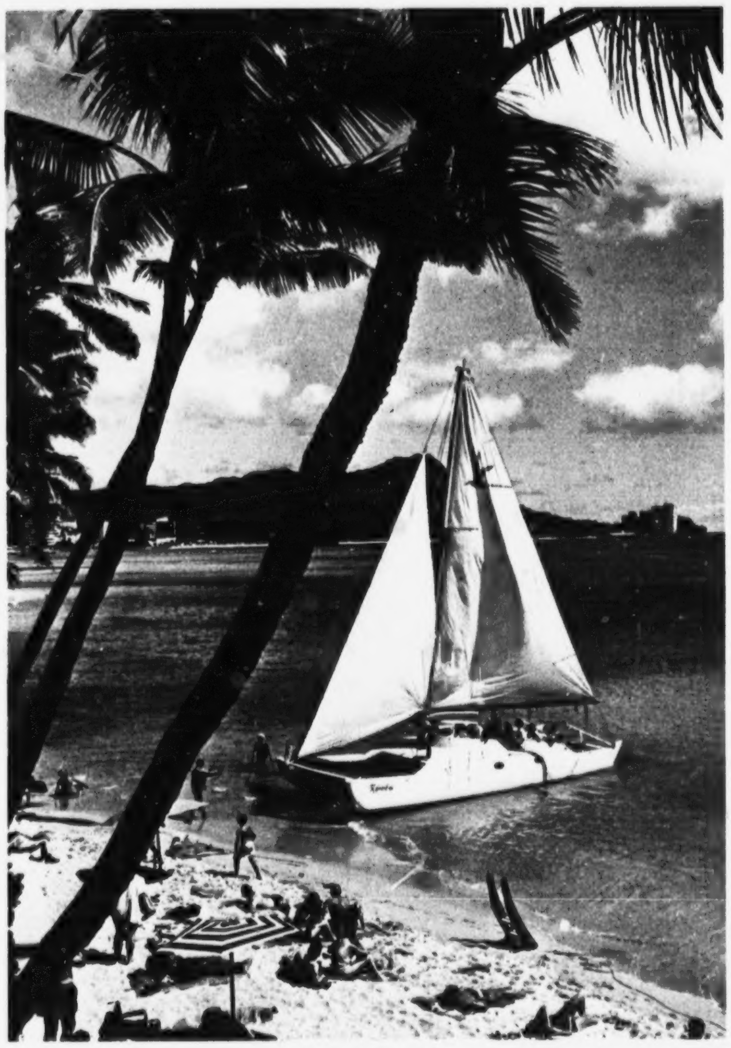
By the end of 1966, about 75 local (neighborhood) advisory councils connected with recreation facilities had been formed. They, in turn, are organized into district councils corresponding to the department's recreation districts. In 1961, the Philadelphia Recreation Council, composed of two representatives from each district council, was organized. Its purposes are to coordinate the efforts of district and local recreation councils; to help organize new local advisory councils; to further friendly relations between the Department of Recreation and the city's schools, churches, and organizations; and to stimulate adult interest in adequate recreation leadership and facilities.

About 65 to 70 per cent of all department facilities are presently served by a local advisory council. The evolution of the councils does not follow a single pattern, however. Frequently, according to the deputy commissioner for programs, councils have grown out of groups of residents interested in some one sport or the field of athletics generally. In time, often after urging from department personnel, they have broadened their interests to encompass the performing arts and other activities.

On the whole, the Philadelphia Department of Recreation is pleased with the advisory council system. One important factor is the continuing leadership given the councils by department personnel. Without that, it is possible that some councils would begin pressuring the department rather than working with it to achieve their objectives for additional facilities or activities. In fact, this is the primary reason for opposition to advisory councils on the part of some recreation officials. The Philadelphia deputy commissioner for programs believes the key to a successful system is the amount and quality of leadership given the councils. "The more leadership you give," he says, "the less pressure you get from them."

The department has found that the greatest difficulty with the advisory councils is getting people involved who are concerned with all kinds of recreation for all types of people during all seasons.

In Philadelphia, not only do the councils raise their own operating funds, but they also have helped promote recreation bond issues. In addition, the councils sponsor neighborhood fund-raising events for athletic uniforms, special materials, and equipment, such as basketball scorecards, chairs, and tables. The Department of Recreation's own budget for fiscal 1966 was $8,695,934. The department's close contact with council members has also enabled it to determine the needs and desires of residents in each area of the city. Since the councils are consulted during the planning stages of new facilities and programs, they make staunch supporters of new ideas with the rest of the public.



The beauty of Waikiki and other areas of Hawaii is promoted and supported not only by government agencies, but by citizens, tourists, and of course the commercial interests based on the tourist economy. The development of Hawaii as a desirable vacationland for all Americans is a tribute to the fine citizen support and publicity campaigns waged cooperatively by the state, counties, cities, and private industry.

facts on matters referred to it, deliberates carefully, and acts objectively, its recommendations will become basic policies for the operation of the department.

4. The board of supervisors and the department must show a willingness to accept the committee's advice even though it is under no legal obligation to act upon it. Without such support, a committee becomes a mere observer, serving no purpose, ratifying decisions already made.

Some typical duties of an advisory body include the following, according to San Diego County:

1. Give due attention and study to recreation and park services as they affect the welfare of the people.

2. Interpret the recreation and park services of the department to the community.

3. Take initiative in planning for future recreation and park areas and facilities as well as determining means of bringing present areas and facilities up to acceptable standards.

4. Serve as a sounding board against which the department administrator and his staff may test their plans and ideas.

5. Recommend policy, keeping in mind that the adoption of the policy is the prerogative of the county board of supervisors and that the park and recreation administrator must have a free hand to carry on the work of the department within the framework of these policies.

6. Enable civic and service organizations to accomplish results through cooperation that they could not possibly accomplish alone.

7. Encourage individuals and citizen groups to give funds and property and occasionally manpower for the development and operation of park and recreation facilities.

8. Generally enlist community interest in parks and recreation.

One of the greatest recreation needs today is qualified and trained professional leaders and administrators. Many counties have found it difficult to hire recreation directors and staff or to keep them within the department very long. Others have discovered themselves to be training grounds for young, vigorous people moving to larger and more active departments. Recognizing this problem, the citizens of Evansville, Indiana, have established a Recreation Scholarship Fund which is available to local students interested in the recreation profession and desiring to work toward an undergraduate degree in this field. The program aims to attract young people into recreation and park work, but, as a by-product, has gained tremendous public backing.

Citizen groups can help present and publicize needed bond issues. Since restrictive enabling legislation often prevents some departments from publicizing bond proposals, it is almost a necessity to create ad hoc committees to handle the printing and distribution of leaflets describing the benefits of the bond issue. Public meetings and hearings should be scheduled to discuss the mechanism of the bonding and the obligation assumed by the community.

Citizen Support

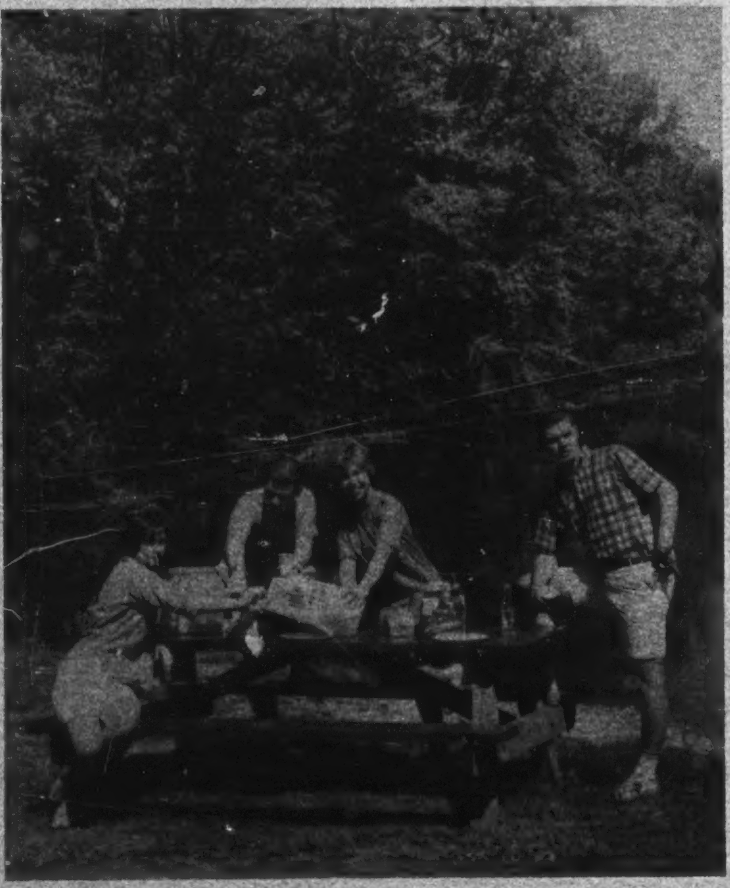
ACTION PLAN

To begin planning for citizen support it is necessary to have clearly defined ideas about what will be accomplished. Planning for citizen support is valueless unless there is follow-through to generate and sustain action. The public is easily aroused over specific recreation needs, especially if they directly concern its welfare. The important thing is to make sure that the public stays aroused.

Homework is necessary. Analyze the community to ascertain which individuals and groups wield really effective power so they can be enlisted to help achieve specific goals.

Public Officials Should:

Make the publicity campaign informative. People are suspicious of generalities, incorrect "facts," or poor back-up information. It is essential to have the recreation and park department staff, speakers bureau, and other citizens groups fully informed. In addition, these groups should coordinate their activities through the department so that a systematic publicity campaign can be presented to the community. The value of a continuing public information program cannot be over-estimated. It is necessary for publicizing seasonal activities and for bond issue campaigns. Stepped-up efforts are needed during bond drives.



Keep in mind that the central concept in beginning a local publicity program, or in rejuvenating an inactive one, is involvement. Work with business groups, garden clubs, sportsmen's groups, soil and water conservation districts, civic and neighborhood improvement associations, parent-teacher associations, fraternal groups, historical societies, labor unions, church groups, political organizations, travel and resort associations, men's service clubs, women's organizations, and youth groups.

Work with local newspapers, radio, and television stations. Imaginative use of these media can give communitywide coverage to park and recreation development plans and activities. The local newspaper is perhaps the most useful sustaining force in both involving citizens and making them aware of park and recreation operations. Name a person to act as a news contact within the department — preferably someone with journalism experience.

Organize a speakers bureau. It is one of the most dynamic instruments which the department can employ. The speakers bureau should be established to familiarize all sectors of society, organized or not, with past accomplishments and future needs of the recreation and park department. Well-informed private citizens, in addition to department staff, may be solicited for work on the speakers bureau. Be sure speakers are well supplied with facts, figures, and any audio-visual materials which might prove helpful.

Hold public meeting and hearings to inform the community of the department's activities. Such gatherings should be arranged for maximum impact. Make sure they are adequately publicized and arrange the content of the meeting to run smoothly. Know what is to be accomplished and design methods and alternatives to arrive at solutions. Appoint an alert and articulate person as chairman of the meeting. Make sure the size of the meeting room fits the size of the crowd anticipated, so that the meeting will not appear to be poorly attended. Too many empty chairs or too much empty space may psychologically minimize the importance of the occasion. Overcrowding is bad, too; don't underestimate the turnout.

Follow up with personal contacts when needed. When you don't know the answer to a question, tell the questioner you will find the answer and let him know later. Get his name, address and telephone number. Without fail, get the answer and call him tomorrow.

Face opposition with tact, humor, and firmness. If the department has been successful in establishing broad citizen support, it may be possible to persuade reputable individuals or groups not intimately associated with the program to answer opposition. It is important to comprehend fully the reasoning behind the opposition. In some instances the criticism may be valid and worthy of inclusion into plans. Respect and prestige of the recreation and park proposals are not built on the "one-up-manship" principle, but rather on one of flexibility, patience, and perseverance.

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No. 2 – Legal Aspects
A layman's analysis of the legal basis for local park and recreation programs.

No. 3 – Organization
Comparative and analytical discussion of various administrative structures, showing the relationships of powers, purpose, and limitations.

No. 4 – Staffing and Consultants
General review of existing staffing patterns and guidelines for selecting competent parks and recreation personnel. Also the use of consultants, how they should be selected, and what services they perform.

No. 5 – Areawide and Multigovernmental Opportunities
Regional implications of park and recreation programs and the advantages of regional and multigovernmental cooperation.

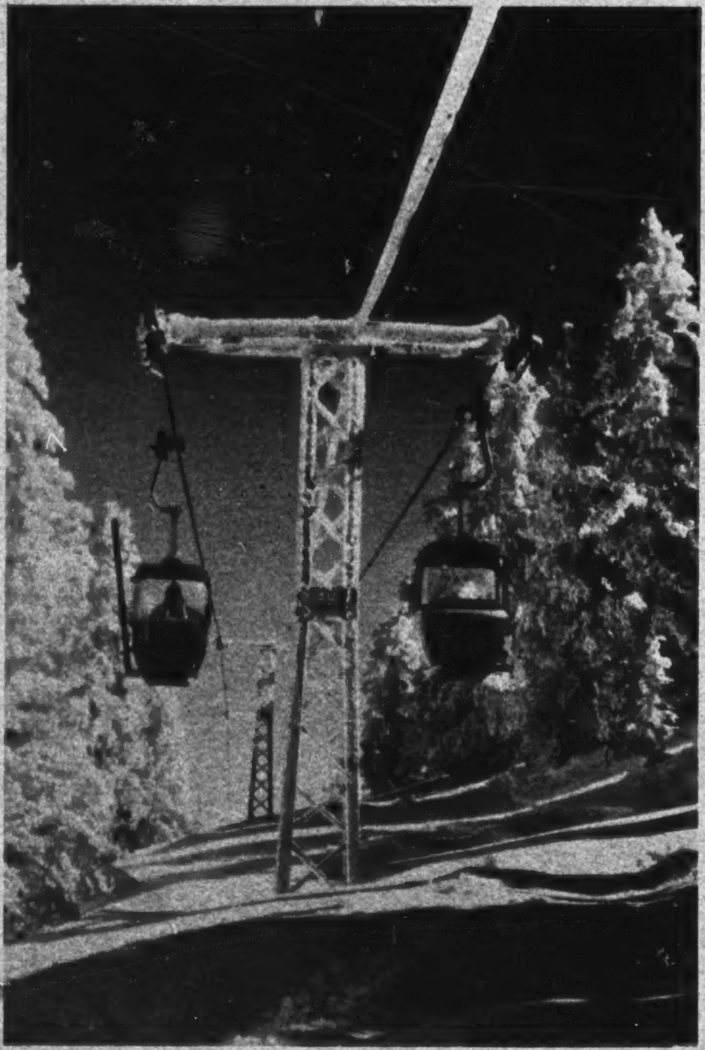
No. 6 – Financing
Review and analysis of the full range of financing methods for outdoor recreation programs by local governments.

No. 7 – Technical and Financial Assistance
A review of financial and technical assistance available from federal agencies and the states.

No. 8 – Land Acquisition
Techniques for acquiring fee title and less than fee title to outdoor recreation areas.

No. 9 – Water-Based Recreation
Guidelines for developing recreation complexes near water resources.

No. 10 – Citizen Support
Discussion of the methods helpful in generating and maintaining community-wide public support.



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